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UNITED NATIONS

SECRETARIAT

ST/SSO/7
30 October 1973

FINAL REPORT ON THE MEETING
OF THE
SUDANO-SAHELIAN MID- AND LONG-TERM PROGRAMME

RAPPORT FINAL SUR LA REUNION
DU PROGRAMME D'ASSISTANCE A MOYEN ET A LONG TERME
AUX POPULATIONS SOUDANO-SAHELIENNES

28-29 JUNE 1973

GENEVA

28-29 JUIN 1973

GENEVE

Special Sahelian Office
United Nations
New York

Bureau Spécial pour le Sahel
Nations Unies
New York

TABLE OF CONTENTS

TABLE DES MATIERES

I. FINAL REPORT ON THE MEETING OF THE SUDANO-SAHELIAN MID- AND LONG-TERM PROGRAMME, 28-29 JUNE 1973, GENEVA

RAPPORT FINAL SUR LA REUNION DU PROGRAMME D'ASSISTANCE A MOYEN ET A LONG TERME AUX POPULATIONS SOUDANO-SAHELIENNES

II. LIST OF PARTICIPANTS

LISTE DES PARTICIPANTS

III. ECONOMIC AND SOCIAL COUNCIL RESOLUTION 1759 (LIV)

RESOLUTION 1759 (LIV) DU CONSEIL ECONOMIQUE ET SOCIAL

IV. RECOMMENDATIONS ADOPTED AT THE MEETING

RECOMMANDATIONS ADOPTEES LORS DE LA REUNION

V. ANNEX I - INTRODUCTORY STATEMENTS

ANNEXE I - DECLARATIONS LIMINAIRES

1. Mr. Bradford Morse, Under-Secretary-General for Political and General Assembly Affairs (Chairman) (28 June)

2. Mr. I.S. Djermakoye, Under-Secretary-General, Special Adviser on African Questions (28 June)

   M. I.S. Djermakoye, Secrétaire général adjoint, Conseiller spécial pour les questions africaines

3. His Excellency Mr. Antoine Dakouré, Minister of Agriculture and Livestock of Upper Volta (29 June)

   Son Excellence M. Antoine Dakouré, Ministre de l'agriculture et de l'élevage de la Haute-Volta

VI. ANNEX II - STATEMENTS AND REPORTS OF UNITED NATIONS PROGRAMMES AND ORGANIZATIONS

ANNEXE II - DECLARATIONS ET RAPPORTS DES PROGRAMMES ET ORGANISMES DES NATIONS UNIES

1. United Nations Department of Economic and Social Affairs (ESA)

   Département des affaires économiques et sociales de l'Organisation des Nations Unies

   A. Statement - Economic Commission for Africa (ECA)

   B. Resolution - "Resolution on the Drought in the Sudano-Sahelian Zone", (ECA)

   C. Report - "Reconstruction Sahel, The Medium-Term and Long-Term Development of the Sudano-Sahelian Zone of West Africa" (ESA)

   D. Report - "Needs for Demographic, Social and Economic Statistics in the Medium-Term and Long-Term Development Programme of the Sudano-Sahelian Zone of West Africa" (Statistical Office, ESA)

   E. Report - "Social Aspects of the Development of the Sudano-Sahelian Zone" (Social Development Division, ESA)

   F. Report - "Water Supply from Large Rivers into the Sahelian Zone" (Resources and Transport Division, ESA)

   G. Report - "Transport Development in the Sudano-Sahelian Countries and Related Proposals for Assistance" (Resources and Transport Division, ESA)

2. Office of the United Nations Disaster Relief Co-ordinator (UNDRO)

   Bureau du Coordonnateur des Nations Unies pour les secours en cas de catastrophe

   -- Statement by the Disaster Relief Co-ordinator at the Inter-Agency Meeting on the Sahel Drought, 28 June 1973

3. United Nations Conference on Trade and Development (UNCTAD)

   Conférence des Nations Unies sur le commerce et le développement (CNUCED)

   A. Report - "UNCTAD Activities of Potential Relevance for Medium-Term and Long-Term Assistance to the Six Drought-Affected African Countries in the Sudano-Sahelian Region"

   B. Notes - "Country Notes on the Six Drought-Affected African Countries" (Research Division, UNCTAD)

4. United Nations Environment Programme (UNEP)

   Programme des Nations Unies pour l'environnement (PNUE)

   -- Note by the Environment Secretariat

5. United Nations Industrial Development Organization (UNIDO)

   Organisation des Nations Unies pour le développement industriel (UNIDO)

   A. Statement by G.S. Gouri, Representative of UNIDO

   B. Aide Mémoire on the Preparation of a Medium and Long-Term Assistance Programme for the Sudano-Sahelian Zone in the Field of Industry

6. United Nations Children's Fund (UNICEF)

   Fonds des Nations Unies pour l'enfance (FISE)

   A.. Statement - "Oral Statement by UNICEF at Meeting on Medium and Long Term Requirements of Sudano-Sahelian Region"

   B. UNICEF Working Document - "Needs of children in the drought-affected countries of West Africa"

   C. Report - "UNICEF Assistance to West Africa Drought Emergency"

   D. Brief Description of On-going UNICEF-Assisted Programmes

7. United Nations Development Programme (UNDP)

   Programme des Nations Unies pour le développement (PNUD)

   A. Speech by Mr. Saunders, Deputy Director, Africa Bureau, UNDP, at Meeting in Geneva, 28 June 1973

   B. Report - "Present UNDP/FAO Supported Activities in the Sahel Zone - Their Relevance and Effectiveness for Long-Term Development"

   C. Report - "Medium and Long-Term Programmes of Assistance to the Drought-Stricken African Countries of the Sudano-Sahelian Region"

8. United Nations Fund for Population Activities (UNFPA)

   Fonds des Nations Unies pour les activités en matière de population

   -- Summary of Statement by H. Gille

9. International Labour Organisation (ILO)

   Organisation internationale du Travail (OIT)

   -- Report - "Co-operation by the International Labour Organisation in the Struggle against Drought in the Sahelian Countries"

   -- Rapport - "La coopération du Bureau international du travail à la lutte contre la sécheresse dans les pays du Sahel"

10. Food and Agriculture Organization of the United Nations (FAO)

    Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO)

    A. Statement by the FAO Representative concerning Suggestions for Medium and Long-Term Actions for the Development of the Sahelian Zone

    Déclaration du Répresentant de la FAO sur des suggestions pour des actions à moyen et à long terme pour le développement de la zone sahélienne

B. Tentative Proposals for an Integrated approach to the Long-Term Development of West African Sahelian Belt

C. Suggestions for Medium and Long-Term Actions for the Development of the Sahelian Zone

Suggestions pour des actions à moyen et long terme pour le développement de la zone sahélienne

D. Summary - Sahelian Relief Operation, Sixtieth Session, Council of the Food and Agriculture Organization, Rome, 11-22 June 1973

Résumé - Operations de secours dans la zone sahélienne, Soixantième session, Conseil de l'Organisation des Nations Unies pour l'alimentation et l'agriculture, Rome, 11-22 juin 1973

11. United Nations Educational, Scientific and Cultural Organization (UNESCO)

Organisation des Nations Unies pour l'éducation, la science et la culture (UNESCO)

-- Report - "UNESCO's on-going and proposed activities relating to the drought problem in the Sudano-Sahelian region"

12. World Health Organization (WHO)

Organisation mondiale de la santé (OMS)

-- Report - "WHO-assisted Projects in the Drought-Stricken Countries in the Sudano-Sahelian Zone in West Africa"

13. International Bank for Reconstruction and Development (IBRD)

Banque internationale pour la reconstruction et le développement (BIRD)

A. Statement by the IBRD Representative, Mr. E.P. Wright

B. Report - "Programs of World Bank Group in Sudano-Sahelian Region"

14. International Civil Aviation Organization (ICAO)

Organisation de l'aviation civile internationale (OACI)

-- Statement by the Representative of the International Civil Aviation Organization

15. International Telecommunication Union (ITU)

    Union internationale des télécommunications (UIT)

    -- Report - "Medium and long-term requirements of the Sudano-Sahelian region in connection with the fight against the consequences of the drought"

16. International Atomic Energy Agency (IAEA)

    Agence internationale de l'énergie atomique (AEIA)

    -- Statement by the Representative of IAEA

VII. ANNEX III - STATEMENTS BY REPRESENTATIVES OF GOVERNMENTS

ANNEXE III - DECLARATIONS DE REPRESENTANTS DE GOUVERNEMENTS

1. Statement by the Representative of Canada, Ambassador W.H. Barton, "Intervention on Sahelian Relief Measures"

2. Reports on Assistance by France to the Sahelian countries

   Rapports concernant l'aide de la France aux pays du Sahel

3. Statement by the Representative of the United States of America, Mr. Donald S. Brown

VIII. ANNEX IV - OTHER DOCUMENTS

ANNEXE IV - AUTRES DOCUMENTS

1. Statement made on 21 June 1973 to the 388th Meeting of the UNDP Governing Council by H.E. Mr. Télésphore Yaguibou - "Assistance to the Sahelian Populations Afflicted by Hunger and Other Calamities due to Prolonged Drought"

Déclaration faite le 21 juin 1973 lors de la 388ème séance du Conseil d'administration du PNUD par S.E. M. Télésphore Yaguibou - "Aide aux populations sahéliennes frappées par la famine et d'autres calamités resultant de la sécheresse prolongée"

2. Economic and Social Council Resolution 1797 (LV)

   Resolution 1797 (LV) du Conseil économique et social

3. General Assembly document A/9092, Request for the inclusion of an item in the provisional agenda of the twenty-eighth session, "Aid to the Sudano-Sahelian populations threatened with famine", Note verbale dated 19 July 1973 from the Permanent Representatives of Chad, Mali, Mauritania, the Niger, Senegal and the Upper Volta to the United Nations addressed to the Secretary-General

   Document A/9092 de l'Assemblée générale, Demande d'inscription d'une question à l'ordre du jour provisoire de la vingt-huitième session, "Assistance aux populations soudano-sahéliennes menacées par la famine", Note verbale datée du 19 juillet 1973, adressée au Secrétaire général par les représentants de la Haute-Volta, du Mali, de la Mauritanie, du Niger, du Sénégal et du Tchad auprès de L'Organisation des Nations Unies

FINAL REPORT ON THE MEETING OF THE SUDANO-SAHELIAN MID- AND LONG-TERM PROGRAMME

28-29 June 1973
Geneva

I. INTRODUCTION

1. Representatives of the concerned elements of the United Nations system, representatives of a number of Governments and representatives of several intergovernmental and non-governmental organizations met in Geneva, Switzerland on 28-29 June 1973 to develop for presentation to the Secretary-General an effective and co-ordinated approach to help solve the severe drought-related problems facing the Sudano-Sahelian countries of Africa. A list of those who attended the meeting is included in this report.[1/] The first day of the two-day meeting was attended by representatives of the United Nations system, while, on the second day, Governments and interested organizations were also present. The two-day session was chaired by Mr. Bradford Morse, Under-Secretary-General for Political and General Assembly Affairs.

2. The meeting was initiated by the Secretary-General in direct response to Economic and Social Council resolution 1759 (LIV), paragraph 5, which is also included in this report,[2/] and in which the Secretary-General was charged with responsibility for organizing, in collaboration with the organizations of the United Nations system, the necessary assistance action in order to respond to the requests of Governments of the Sudano-Sahelian region with regard to their medium-term and long-term needs. The meeting considered the resolutions adopted at the March 1973 meeting of the Ministers of Sahelian countries in Ouagadougou, Upper Volta, which, *inter alia*, described the problems posed by the drought, outlined a programme of joint action for drought relief and rehabilitation and established a standing inter-state committee to co-ordinate all subregional actions to defeat the drought.[3/]

3. The meeting was opened by Under-Secretary-General V. Winspeare-Guicciardi, Director-General of the United Nations Office at Geneva, and an

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[1/] Section II.

[2/] Section III.

[3/] Resolutions adopted by the Ministers of the Sahelian countries are contained in Annex Two, Section 6(c).

opening address was made by Under-Secretary-General I.S. Djermakoye, Special Adviser for African Questions.[4]

4. The purpose of the meeting, as defined by Mr. Morse, was to:

(a) determine how the United Nations system could best organize itself to respond to the request of the Governments;

(b) exchange information on known needs and identify programme and institutional gaps;

(c) provide an information base for the Secretary-General to develop a broad strategy to respond to the Economic and Social Council resolution and to meet the needs of affected countries as well recommend to the Secretary-General organizational suggestions which would enable the United Nations system to deal with the problem most effectively.[5]

It was emphasized throughout that the meeting was an effort by the international community to prepare itself to respond to the needs and requests of the drought-affected countries as they were articulated, reviewed and evaluated.

5. Each of the United Nations programmes and organizations represented during the first day of the meeting presented a statement on its organization's interest, involvement and activities in the Sahelian situation and described generally the work that had already been undertaken to meet emergency requirements.

II. SUBSTANCE OF THE 28 JUNE 1973 SESSION

6. An alphabetical speaking order of United Nations programmes and organizations was followed after the Food and Agriculture Organization (FAO) and the United Nations Development Programme (UNDP) had commented on their respective roles during the emergency period and their concept of medium-term and long-term recovery and rehabilitation priorities. Statements and reports by other

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[4] Mr. Djermakoye's statement is contained in Annex One, "Introductory Statements".

[5] Mr. Morse's remarks are contained in Annex One, "Introductory Statements".

representatives of the United Nations system may be found in Annex Two, "Statements and Reports of United Nations Programmes and Organizations".

Emergency Programme

7. The representative of FAO referred to the analysis prepared by his organization describing the history of the crisis and his organization's response to it, in co-operation with other agencies (WFP, UNICEF and UNDP, in particular). The active interest of FAO in the mid- and long-term programme was discussed and papers on these subjects made available to meeting participants.[6/] In May 1973, the Food and Agriculture Organization was designated by the Secretary-General as focal point for co-ordinating the efforts of the United Nations system in response to emergency relief requirements, and FAO has established co-ordination centres in both Rome and Ouagadougou, Upper Volta. A generally encouraging report on the emergency operations was presented by FAO, although significant transport problems continue to exist. The FAO representative emphasized the need for all parties - agencies, governments and donors - to work together, but reiterated that the basic decisions must be made by the Inter-state Committee which is the axis of co-ordination. The representative of FAO also announced that FAO would second a staff member to work with Mr. Morse's office on the mid- and long-term programme.

Mid- and Long-Term Programme Funding

8. Representatives of UNDP reported that the UNDP Governing Council had approved the expenditure of up to $5 million from the UNDP Programme Reserve for the Sudano-Sahelian countries, but pointed out that this amount might be limited because overall UNDP programme costs by 1975 are expected to be substantially in excess of available funds. The United Nations Development Programme has begun a review of the country programmes of six drought-affected countries (Chad, Mali, Mauritania, Niger, Senegal and Upper Volta), and should the countries desire, their programmes could be revised. The indicative planning figure for 1972-1973 in these six countries is $53 million. While

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[6/] See the report to the FAO Governing Council, "Sahelian Relief Operation", CL 60/LIM/5, dated 10 June 1973, Annex IV; other papers submitted by FAO deal with "Suggestions for Medium and Long-Term Actions for the Development of the Sahelian Zone", and "Tentative Proposals for an Integrated Approach to the Long-Term Development of West African Sahelian Belt", Annex Two.

existing projects might be adapted to offset some of the consequences of the drought problem, there is little flexibility for new projects because uncommitted funds are limited. Thus, with the majority of funds committed, it will be necessary, in large part, to seek sources of funding outside UNDP country programmes for recovery and rehabilitation.

9. Three conclusions were drawn by the UNDP representatives: (1) the crisis still existed and it was necessary to know what problems the emergency would leave before firm planning decisions for the future could be made; (2) it is important to have good projects and UNDP was ready to discuss use of some part of the financial resources available under the country programme for the preparation of project requests which could be financed from sources other than UNDP; and (3) the Secretary-General should co-ordinate both fund-raising activities and programming for as long as it takes to return to a normal system of programming.[7/]

Problems Needing Solution

10. It was emphasized by many participants that the drought situation had been building up over several years, but that it was not until the fall of 1972 that the accumulated consequences of below-average rains became tragically evident. Long-term solutions may require adjustment to the established patterns of sedentary-nomadic existence which have resulted in what one speaker described as a "temporal imbalance" between humans, livestock and the capacity of the land to sustain them.[8/]

11. The drought has reduced the capacity of the resource base to sustain the population of people and their animals. This reduction has influenced the capacity of technology to satisfy consumptive requirements and has stimulated some tensions between pastoral and rural communities. Demands on the resource base and the fluctuating climatic conditions have strained an already fragile ecosystem, resulting in the present crisis situation. The effects are, as noted in the meeting, not limited to the six countries represented on the Permanent Inter-state Committee.

[7/] See speech by Mr. John Saunders, "Sahel Drought", Annex Two.

[8/] This and other insights into the underlying problems of the zone are described in the paper by Mr. Ali Eltom, representative of the Economic Commission for Africa, "Medium-to-Long-Term Measures Required for Reaching Lasting Solutions to Effects of Drought in the Sudano-Sahelian Zone", Annex Two.

12. Although water is critical to solution of the Sudano-Sahelian problem, it was pointed out that there is a necessity to be sensitive to the effects of indiscriminate well-drilling which could lead to exploitation and poor long-term management. A long-term perspective on water problems, it was felt, would be particularly difficult for Governments to develop when attempting to respond to urgent demands of their people for better and more numerous local wells. An integrated development approach was suggested that would take into account both land and water development as well as human settlement patterns.

Considerations in Achieving Mid- and Long-Term Programme Objectives

13. As the emergency work phases into the mid- and long-term programmes, it is important that interest generated by the current crisis does not slacken and that the momentum is maintained. The need to continue a co-ordinated response is as important in the mid- and long-term programmes as it is in the emergency and will undoubtedly be even more difficult to achieve. The medium term was defined as the recovery period, perhaps three to five years, which would be required to enable the affected countries to achieve the conditions which would have been attained but for the drought, while the long-term programme was defined in terms of identifying the basic causes of the ecological disruptions in the Sudano-Sahelian zone and, to the extent possible, preventing such disruptions in the future. It was emphasized that long-term efforts must be carefully harmonized with present and future development programmes.

14. In order to assure maximum co-ordination of international efforts, it was agreed that co-ordinating responsibility be assigned, for the time being, to Under-Secretary-General Bradford Morse. A small, temporary, technical staff, to be located in New York, would be organized to support Mr. Morse's work. A small co-ordinating unit would also be established for a temporary period in Ouagadougou, headed by a senior official reporting directly to Mr. Morse. This unit would have responsibility for liaison with the Governments of the affected countries through the Permanent Inter-state Committee, and for the co-ordination of the efforts of all elements of the United Nations system involved with mid- and long-term assistance in the Sudano-Sahelian zone. It was agreed that maximum efficiency could be achieved if concerned Governments, intergovernmental and non-governmental assistance agencies would fully utilize the United Nations system co-ordinating mechanism.

15. Considerable effort to achieve comprehensive and co-ordinated planning for medium- and long-term programmes will be needed. In this connexion, several working conferences were discussed. The first was described as a technical conference called by the six Sahelian countries forming the Permanent Inter-state Committee, including their invited representatives, to be held in August 1973 in Ouagadougou, Upper Volta. It was understood that this conference would define and elaborate programme needs of the countries. In the fall, a technical and policy meeting of the drought-affected countries, the United Nations system representatives, and a number of major donor Governments and organizations would be held to prepare a blue-print for mid-term or recovery operations which would respond to the requests of the Inter-state Committee. In early 1974, a long-term programme planning meeting would be held which would have an attendance similar to that of the 28-29 June Geneva meeting. At this meeting, a scope of work for a systematic study of the problems and long-term development priorities of the region would be reviewed.

16. The importance of providing public information was stressed as a necessary component of the programme, and it was agreed that the technical co-ordination office to be established in New York should collect information from all agencies and, if possible, from all concerned Governments and organizations on overall programme operations and be kept informed of information distributed. It was announced that the United Nations Office of Public Information was prepared to initiate an intensified programme of public education on the problems created by the drought.

17. Appeals for funds are to be co-ordinated by the Secretary-General, although this would not preclude joint appeals of participating programmes and organizations or individual fund-raising efforts such as those which might be undertaken by national committees for UNICEF.

Conclusions to First Day's Meeting

18. The Chairman reviewed the discussion of the day and summarized the meeting for the representatives. The summary was developed into a set of recommendations[9/] which were adopted by the participants in the 28 June meeting.

[9/] Section IV.

III. MEETING WITH GOVERNMENTS AND CONCLUSIONS OF SECOND DAY'S MEETING

19. The meeting of 29 June 1973 was principally devoted to a discussion with Governments and organizations of the results of the previous day's meeting in an effort to obtain their views about the most appropriate and effective manner for the voluntary co-ordination of medium-term and long-term assistance to the drought-affected countries from the international community. It was not designed to be an "appeal" meeting for funds. A statement [10] by His Excellency Antoine Dakouré, Minister of Agriculture and Livestock of Upper Volta, Chairman of the UNDP Governing Council, and President of the Permanent Inter-state Committee, reviewed the emergency problem, but stressed the importance of recovery and rehabilitation needs. He pointed out that it would be essential to co-ordinate mid- and long-term efforts to avoid disorder and waste, and that the criteria for assistance to be given must be viewed in a different light from those of past developmental support.

Review of Governing Council Actions

20. Reports on the actions taken by the Governing Councils of FAO, UNDP and UNEP, which had recently met, were provided to participants of the 29 June meeting.

21. The representative of FAO reviewed the status of the emergency operation activities and pointed out that such measures would undoubtedly need to be continued into 1974, and possibly 1975, and would affect mid-term programme considerations. UNDP's Governing Council, at its meeting, authorized the use of $5 million in additional funds for 1973-76 for the Sahelian zone. However, the current global programmes through 1975 exceed, by $80 million, prospective revenues. The UNDP spokesman suggested that appropriate resources in existing country programmes might be released for the zone and that a review was under way to examine possibilities for programme revision. A review of the indicative planning figure (IPF), which totals $52 million over five years, is also under way, but since the amount releasable is minimal, little flexibility is possible. UNEP's Governing Council endorsed measures to:

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[10] Minister Dakouré's statement is contained in Annex One, "Introductory Statements".

(a) initiate a concerted programme to control the loss of soil fertility through erosion as a means for preventing spread of the desert;

(b) launch a concerted research programme on ecosystem management; and

(c) support and initiate efficient forecasting to mitigate drought consequences.

Comments by Governments and Intergovernmental and Non-governmental Organizations

22. Representatives of Governments and intergovernmental and non-governmental organizations attending the meeting reviewed assistance they had already provided to the emergency programme, expressed general endorsement for the manner in which the United Nations was undertaking responsibility for co-ordinating the mid- and long-term programme, and indicated how they believed they might best provide support and assistance. The following briefly summarizes the remarks made by Governments concerning the mid- and long-term programmes.

23. ALGERIA recalled its prompt action after receiving news of the drought and indicated that it would continue its aid efforts. Priorities must, however, be set by the six countries with the help of aid-giving agencies and programmes, and solutions for the long term should be regional in nature. The forthcoming meeting of the Inter-state Committee should produce substantial long-term programmes for donor consideration. A special fund was favoured for the area.

24. BELGIUM reviewed its sizable emergency programme contributions and emphasized the need for on-the-spot support for the Inter-state Committee. It raised the question of how the United Nations Co-ordinator, referred to in paragraph 7 of the Recommendations, would relate to the existing UNDP Resident Representatives' role in co-ordination and was assured that the intention in setting up a field office was an attempt to avoid any difficulties that could be created in working on a subregional scale and with a large number of diverse parties.

25. CANADA,[11/] in addition to its emergency aid, has sent a team to the affected countries to assess longer-term requirements in order to determine

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[11/] The statement by the representative of Canada is contained in Annex Three, "Statements by Representatives of Governments".

how Canada can best contribute. It wished to see that there was a real integration of the UNDP projects under country programmes and those of the Permanent Inter-state Committee.

26. The FEDERAL REPUBLIC OF GERMANY is planning to support mid- and long-term multilateral aid, as well as work through the EEC/FED, the World Bank and other agencies, but expressed the strong support of the Federal Republic of Germany for the need to co-ordinate programmes through the United Nations. It pointed out that in terms of efficient marshalling of resources a multilateral approach to the mid- and long-term stages was the best; it wished to co-operate with the Inter-state Committee and would appreciate some guidelines for donors.

27. The representatives of the FRENCH Government pointed out that while France had provided $12 million in assistance for the emergency, their interest and concern were in the mid- and long-term efforts. The changes which had been brought about in the environment due to the drought may be cyclic phenomena and must be seen within a context of long-term problems on which the French Government is willing to co-operate with others if asked. The requirements of the drought-stricken countries need to be made precise by the countries and aid must be within the framework of the international community. As to co-ordination, there is a need for "intelligent management" to avoid waste and disorder, and the French Government was encouraged by the fact that views among the United Nations agencies on this subject had been exchanged and agreement reached. The establishment of a co-ordinating field office in Ouagadougou, the concept of avoidance of duplication of effort, and the provision of information to the United Nations from external sources were approved. A report by the French Government on fundamental and applied research in the Sahelian zone, based on agricultural information, is expected to be ready in July.

28. INDIA, pointing out that it has similar types of problems as the Sudano-Sahelian countries, supported the idea of an inter-agency approach and the guidance of the Secretary-General in the mid- and long-term programme.

29. JAPAN pledged its support for a Sahelian programme and called the attention of the participants to its $1 million pledge for a Sahelian fund at the UNDP Governing Council meeting.

30. The NETHERLANDS indicated its wish to see concrete development plans prepared, and it felt that while additional funds were being asked to be appropriated in the Netherlands, it was in need of more information on precisely what was required. It visualized aid in the form of food, transport and/or volunteers, but would appreciate some guidance. Priorities must be set by the six Governments and until this is done it is premature to discuss mid- and long-term plans. The delegation from the Netherlands said that it was impressed with the agreement reached the previous day as the basis for United Nations co-ordination.

31. NORWAY, without previous experience in the zone, nevertheless indicated its willingness to participate in assessment of development plans and said that it supported the Secretary-General in his co-ordination efforts.

32. SAUDI ARABIA announced that it was willing to offer $10,000 to any country stricken by the drought.

33. SWEDEN felt that comprehensive reports on the situation were needed, and it hoped that an action programme could be formulated through a country programme approach. It informed the meeting participants that an exploratory mission was reviewing potential programme areas for governmental study.

34. SWITZERLAND, citing the importance of local efforts and the primary co-ordinating role of the Inter-state Committee, announced that it is considering provision of more aid than it has already given and is especially interested in integrated rural development, in both social and economic aspects.

35. The UNITED KINGDOM pointed out that it had given £300,000 for the FAO Trust Fund plus Royal Air Force food-air transport. Most of its long-term assistance, however, is to be through multilateral contributions. It strongly supported the efforts of the United Nations to develop a co-ordinated programme.

36. The UNITED STATES OF AMERICA 12/ indicated that it was prepared to commit additional resources to the Sudano-Sahelian zone beyond those for the immediate emergency, and it noted that emergency programmes alone could not

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12/ The statement by the representative of the United States of America is contained in Annex Three, "Statements by Representatives of Governments".

restore the economy of the region to its normal level, nor deal with long-term deterioration of basic ecology. Representatives stated that the mid-term recovery should be addressed to restoring the ability of the region to produce crops and livestock and to resume its normal development efforts. As to the long term, a comprehensive examination of the technical problems and the major alternative development possibilities, which would require a systematic analysis of physical, economic, social and institutional factors, was recommended as an international co-operative venture of concerned countries, the African Governments, programmes and organizations. Such a long-term analysis might require three years to complete, but an outline or scope of work for the long-term study might be completed in four to six months. A meeting in six months of donors and African Governments, if they are interested, was suggested to review the scope of work.

37. The following briefly summarizes the remarks made by intergovernmental and non-governmental organizations concerning the mid- and long-term programmes. The representative of CARITAS reported on that organization's emergency aid and local well construction programmes supervised by missionaries. The EUROPEAN ECONOMIC COMMUNITY (EEC) indicated that it would be in the first rank of aid-giving organizations and felt that making deserts habitable is of world-wide importance. The representative referred to the trip to Africa made by the President of the Community and pointed out that, while there appeared to be an imbalance of technology in the Sahel, technology should strive to discover solutions there. He pointed out that either a high price must be paid or new and/or cheaper solutions should be sought. The INTERNATIONAL COUNCIL OF VOLUNTARY AGENCIES (ICVA) said it would explore any information and liaison channel which would be helpful in maintaining links between operating programmes and ICVA membership. The ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT (OECD) Development Centre reported that it was prepared to contribute to research on the elaboration of mid- and long-term strategies, to examine goals and objectives and to carry out research on co-operative projects. Its representative agreed with others that large sums of money would be involved in the mid- and long-term programme, and that co-ordination of expenditures requires more than technical assistance programmes. The United Nations must take the leadership in ensuring that multilateral bodies are co-ordinated or the funds needed for the job will not be obtained.

The WORLD COUNCIL OF CHURCHES representative indicated the Council's willingness to provide its experience in mobilizing financial resources for the mid- and long-term programme.

38. The 29 June participants all agreed that the problem was such that there should be no loss in the sense of commitment generated so far and that a continuous consultative process is essential for all parties concerned — the Sahelian countries, the United Nations organizations and programmes, Governments, and intergovernmental and non-governmental organizations. The Chairman concluded the meeting by expressing his thanks to all participants for their attendance and contributions to the deliberations and for their endorsement of the recommendations developed the previous day by the United Nations representatives. He stated his strongly held belief that the momentum developed to meet the task ahead should not be permitted to wane.

RAPPORT FINAL SUR LA REUNION DU PROGRAMME D'ASSISTANCE A MOYEN ET A LONG TERME AUX POPULATIONS SOUDANO-SAHELIENNES

28-29 juin 1973

Genève

I. INTRODUCTION

1. Les représentants des organismes des Nations Unies intéressés, d'un certain nombre de gouvernements et de plusieurs organisations intergouvernementales et non gouvernementales se sont réunis à Genève (Suisse) les 28 et 29 juin 1973 pour mettre au point et soumettre ensuite au Secrétaire général des méthodes efficaces et coordonnées permettant de résoudre les graves problèmes que pose la sécheresse aux pays africains de la région soudano-sahélienne. La liste des participants à la réunion figure dans le présent rapport 1/. Le premier jour, seuls les représentants des organismes des Nations Unies assistaient à la réunion tandis que le second jour, les gouvernements et les organisations intéressés étaient également représentés. Cette session de deux jours était présidée par M. Bradford Morse, Secrétaire général adjoint aux affaires politiques et aux affaires de l'Assemblée générale.

2. La réunion a été convoquée par le Secrétaire général comme il était demandé au paragraphe 5 de la résolution 1759 (LIV) du Conseil économique et social, dont le texte figure également dans le présent rapport 2/ et aux termes de laquelle le Secrétaire général était chargé d'organiser, en collaboration avec les organismes des Nations Unies, l'action d'assistance nécessaire pour répondre aux demandes des

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1/ Section II.

2/ Section III.

gouvernements de la région sahélo-soudanienne touchant leurs besoins à moyen et à long terme. Les participants à la réunion ont examiné les résolutions adoptées à la réunion des ministres des pays sahéliens tenue à Ouagadougou (Haute-Volta) en mars 1973 et dans lesquelles on avait notamment décrit les problèmes posés par la sécheresse, esquissé un programme d'action commune pour remédier à la sécheresse et assurer le relèvement de la région et prévu la création d'un comité interétats permanent chargé de coordonner toutes les mesures à prendre à l'échelon sous-régional pour lutter contre la sécheresse 3/.

3. La réunion a été ouverte par le Secrétaire général adjoint, M. V. Winspeare-Guicciardi, Directeur général de l'Office des Nations Unies à Genève, et le Secrétaire général adjoint M. I. S. Djermakoye, Conseiller spécial pour les questions africaines, a prononcé un discours d'ouverture 4/.

4. Comme l'a précisé M. Morse, cette réunion visait à:

a) Déterminer la façon dont les organismes des Nations Unies pourraient s'organiser au mieux pour répondre aux demandes des gouvernements:

b) Echanger des renseignements sur les besoins connus, mettre au point un programme et identifier les carences institutionnelles:

c) Servir de source de renseignements au Secrétaire général afin qu'il mette au point les grandes lignes d'une stratégie permettant d'appliquer la résolution du Conseil économique et social et de répondre aux besoins des pays sinistrés ainsi qu'à présenter au Secrétaire général des

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3/ Le texte des résolutions adoptées par les Ministres des pays sahéliens figure à l'Annexe II, sect. 6 c).

4/ Le texte de l'allocution de M. Djermakoye figure à l'Annexe I ("Déclarations liminaires").

suggestions en matière d'organisation qui permettraient aux organismes des Nations Unies d'aborder le problème avec le plus d'efficacité possible 5/.

Un grand nombre des participants ont insisté sur le fait que cette réunion constituait de la part de la communauté internationale un effort pour se préparer à répondre aux besoins et aux demandes des pays dévastés par la sécheresse au fur et à mesure qu'ils seraient formulés, examinés et évalués.

5. Tous les représentants des programmes et des organismes des Nations Unies qui ont participé aux travaux de la première journée ont décrit l'intérêt porté par leur organisation à la situation du Sahel, sa participation aux secours et ses activités dans ce domaine et ont donné un aperçu des travaux déjà entrepris pour répondre aux besoins d'urgence.

II. QUESTIONS EXAMINEES LORS DE LA REUNION DU 28 JUIN 1973

6. Les représentants de l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et du Programme des Nations Unies pour le développement (PNUD) ont d'abord exposé le rôle qu'avaient joué leurs institutions respectives au cours de la période d'urgence, ainsi que leur conception des priorités en matière de reconstruction et de relèvement à moyen et à long terme; ensuite, les représentants des programmes et des organismes des Nations Unies ont pris la parole en suivant l'ordre alphabétique. On trouvera à l'Annexe II ("Déclarations et rapports des programmes et organismes des Nations Unies") les déclarations et les rapports de représentants

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5/ Le texte des observations formulées par M. Morse figure à l'Annexe I ("Déclarations liminaires").

d'autres organismes des Nations Unies.

Programme d'urgence

7. Le représentant de la FAO a évoqué l'analyse, établie par son organisation, de l'historique de la crise et des mesures prises par son Organisation, en coopération avec d'autres institutions (PAM, FISE et PNUD en particulier). Le vif intérêt que prend la FAO au programme à moyen et à long terme a fait l'objet d'un débat et des documents sur ces questions ont été distribués aux participants 6/. En mai 1973, le Secrétaire général a choisi l'Organisation des Nations Unies pour l'alimentation et l'agriculture comme point de convergence et de coordination des activités des organismes des Nations Unies en matière de secours d'urgence, et la FAO a créé des centres de coordination à Rome et à Ouagadougou (Haute-Volta). La FAO a présenté sur les opérations d'urgence un rapport encourageant dans l'ensemble, malgré la persistance d'importants problèmes de transports. Le représentant de la FAO a insisté sur la nécessité pour toutes les parties - institutions, gouvernements et donateurs - de travailler de concert, mais a rappelé que les décisions essentielles devaient être prises par le Comité interétats qui servait d'organe de coordination. Le représentant de la FAO a également annoncé qu'un fonctionnaire de la FAO serait affecté au bureau de M. Morse afin de collaborer au programme à moyen et à long terme.

Financement du programme à moyen et à long terme

8. Les représentants du PNUD ont fait savoir que le Conseil d'administration du PNUD avait approuvé l'ouverture de crédits d'un montant maximum de 5 millions de dollars à prélever sur la réserve du

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6/ Voir le rapport soumis au Conseil d'administration de la FAO, "Opération de secours dans la zone sahélienne", CL 60/LIM/5 en date du 10 juin 1973, Annexe IV; d'autres documents présentés par la FAO touchaient à des suggestions concernant l'adoption de mesures à moyen et à long terme pour le développement de la zone sahélienne ainsi qu'à des propositions initiales d'approche intégrée au développement à long terme de la zone sahélienne d'Afrique de l'Ouest (Annexe II).

Programme pour les pays soudano-sahéliens, mais ont fait observer que cette somme serait peut-être réduite, étant donné que le coût global des programmes du PNUD pour 1975 dépasserait probablement de beaucoup le montant des fonds disponibles. Le Programme des Nations Unies pour le développement a commencé à réexaminer les programmes prévus pour six pays frappés par la sécheresse (Haute-Volta, Mali, Mauritanie, Niger, Sénégal et Tchad) et a décidé qu'ils pourraient être révisés si ces pays le désiraient. Le chiffre indicatif de planification pour la période 1972-1973 s'élève à 53 millions de dollars pour ces six pays. Bien qu'il soit possible d'adapter les projets existants de manière à remédier à certaines des conséquences du problème posé par la sécheresse, le PNUD ne dispose guère de marge de manoeuvre pour de nouveaux projets, le montant des fonds non engagés étant limité. Vu que la plupart des ressources sont déjà engagées, il faudra compter surtout sur des sources de financement autres que les programmes par pays du PNUD pour assurer le relèvement de ces pays.

9. Les représentants du PNUD ont tiré les trois conclusions suivantes: 1) la crise n'avait pas pris fin et il fallait connaître les problèmes légués par la situation d'urgence avant de pouvoir prendre en matière de planification des décisions fermes pour l'avenir: 2) il importait de mettre sur pied des projets bien conçus, et le PNUD était disposé à envisager l'utilisation d'une partie des ressources financières disponibles au titre des programmes par pays pour établir les demandes de projets qui pourraient être financés par des sources autres que le PNUD: 3) le Secrétaire général devrait coordonner les activités de collecte de fonds et de programmation aussi longtemps qu'il faudrait pour revenir à un système normal de programmation 7/.

7/ Voir à l'Annexe II la déclaration de M. John Saunders sur la sécheresse au Sahel.

Problèmes à résoudre

10. De nombreux participants ont souligné que la sécheresse menaçait depuis plusieurs années mais que les conséquences d'une pluviosité inférieure à la moyenne n'avaient pris un caractère tragique qu'à l'automne 1972. Des solutions à long terme devront probablement être adaptées aux modes de vie d'une population sédentaire et nomade qui ont donné lieu, comme l'a dit l'un des participants, à "un déséquilibre provisoire" entre les habitants, le cheptel et les ressources qu'ils doivent tirer du sol pour subsister 8/.

11. Par suite de la sécheresse, le système écologique ne peut plus assurer l'alimentation des populations et du cheptel. Cette diminution des ressources se répercute sur la capacité technologique de satisfaire aux besoins en produits de consommation et a causé certaines tensions entre les communautés pastorales et rurales. L'utilisation excessive des ressources et l'instabilité des conditions climatiques ont perturbé un système écologique déjà fragile et causé la crise actuelle. Comme on l'a noté à la réunion, les effets de la sécheresse ne se limitent pas aux six pays représentés au Comité interétats permanent.

12. Bien que l'eau ait une importance critique pour la solution du problème soudano-sahélien, on a fait observer qu'il importe de tenir compte des conséquences du forage anarchique de puits qui pourrait donner lieu à l'exploitation et à une gestion à long terme défectueuse. On a estimé qu'il serait particulièrement difficile aux gouvernements d'étudier les problèmes hydrologiques dans une perspective à long terme au moment où ils tentent de répondre aux appels pressants d'une population qui réclame des puits plus adéquats et plus nombreux à proximité immédiate. Un développement intégré qui tiendrait

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8/ M. Ali Eltom, représentant de la Commission économique pour l'Afrique, analyse notamment cet aspect des problèmes inhérents à la zone sahélienne dans son document intitulé "Mesures à prendre à moyen et à long terme pour remédier de façon durable aux effets de la sécheresse dans la zone soudano-sahelienne" (voir Annexe II).

compte à la fois de la mise en valeur des terres et des eaux ainsi que des modes de vie des populations a été suggéré.

Considérations sur les moyens d'atteindre les objectifs du programme à moyen et à long terme

13. Au moment où les secours d'urgence se transforment en programmes à moyen et à long terme, il importe que l'intérêt suscité par la crise actuelle ne s'émousse pas et que le rythme des activités se maintienne. Il est tout aussi important de poursuivre des efforts coordonnés dans le cas des programmes à moyen et à long terme que dans celui des secours d'urgence, mais la coordination sera probablement encore plus difficile à assurer. On entend par moyen terme la période de récupération, de trois à cinq ans, qui permettra de hisser les pays sinistrés au niveau qu'ils auraient atteint en l'absence de sécheresse; quant au programme à long terme, il devrait permettre de déterminer ce qui a principalement causé les perturbations écologiques dans la zone soudano-sahélienne et d'empêcher autant que possible qu'elles ne se reproduisent. On a souligné qu'il importait d'harmoniser dûment les efforts entrepris à long terme avec les programmes de développement actuels et futurs.

14. Afin de coordonner au maximum cette action internationale, il a été décidé de confier pour le moment la responsabilité de la coordination au Secrétaire général adjoint, M. Bradford Morse. Une équipe temporaire composée d'effectifs restreints et spécialisés travaillera à New York de manière à assister M. Morse dans sa tâche. Un petit groupe de coordination, dirigé par un fonctionnaire de rang élevé qui ferait directement rapport à M. Morse, serait également installé à titre temporaire à Ouagadougou. Ce service assurerait la liaison avec les gouvernements des pays assistés par l'intermédiaire du Comité interétats permanent ainsi que la coordination des efforts accomplis par tous les organismes des Nations Unies four-

nissant une assistance à moyen et à long terme dans la zone soudano-sahélienne. On a reconnu qu'une efficacité optimale sera fonction de la pleine utilisation des mécanismes de coordination du système des Nations Unies par les gouvernements intéressés et par les organisations intergouvernementales et non gouvernementales d'assistance.

15. Des efforts considérables devront être faits pour assurer la planification globale et coordonnée des programmes à moyen et à long terme. A cet égard, on a discuté l'organisation de diverses conférences consacrées à ces questions. La première, d'ordre technique, serait organisée par les six pays sahéliens faisant partie du Comité interétats permanent ainsi que les représentants invités et aurait lieu en août 1973 à Ouagadougou (Haute-Volta). Cette conférence devait définir les besoins des pays dans le cadre du programme et en préciser les détails. A l'automne, une réunion de caractère à la fois technique et opérationnel groupant les pays affectés par la sécheresse, les représentants des organismes du système des Nations Unies et certains des principaux gouvernements et organisations fournissant une assistance, serait organisée en vue d'établir un schéma des opérations de relèvement à moyen terme à entreprendre comme suite aux demandes du Comité interétats permanent. Au début de 1974, une réunion groupant sensiblement les mêmes participants que la réunion des 28 et 29 juin tenue à Genève aurait pour objet de planifier un programme à long terme. On y examinerait un programme d'activités en vue de l'étude systématique des problèmes et des priorités du développement à long terme de la région.

16. On a souligné combien il était important de prévoir des services d'information dans le cadre du programme et il a été décidé que le bureau de la coordination technique prévu à New York rassemblerait les renseignements en provenance de tous les organismes et, si possible, de tous les gouvernements et organisations intéressés touchant les opérations entreprises au titre du programme

global et serait tenu au courant des informations communiquées. On a annoncé que le Service de l'information des Nations Unies était prêt à mettre sur pied un programme intensif visant à informer le public des problèmes causés par la sécheresse.

17. Les appels de fonds doivent être coordonnés par le Secrétaire général, sans préjudice des appels lancés en commun dans le cadre des programmes et par des organisations participantes ni des efforts déployés par d'autres organismes pour collecter des fonds comme, par exemple, ceux que pourraient entreprendre les comités nationaux du FISE.

Conclusions touchant la première journée de la réunion

18. Le Président a passé en revue les débats de la journée et les a résumés à l'intention des représentants. Ce résumé a donné lieu à une série de recommandations 9/ qui ont été adoptées par les participants à la réunion du 28 juin.

III. REUNION AVEC LES GOUVERNEMENTS ET CONCLUSIONS TOUCHANT LA SECONDE JOURNEE DE LA REUNION

19. La réunion du 29 juin 1973 a été principalement consacrée à l'examen, avec les représentants des gouvernements et des organisations, des résultats de la réunion du jour précédent afin que ces deux catégories de participants puissent donner leur opinion sur la façon la plus appropriée et la plus efficace d'assurer la coordination volontaire de l'assistance à moyen et à long terme accordée par la communauté internationale aux pays frappés par la sécheresse. Cette réunion n'avait pas pour objet de lancer un

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9/ Section IV.

"appel" de fonds. Dans une déclaration 10/, M. Antoine Dakouré, Ministre voltaïque de l'agriculture et de l'élevage ainsi que Président du Conseil d'administration du PNUD et Président du Comité interétats permanent, a passé en revue le problème des secours d'urgence et a souligné l'importance de l'action nécessaire au rétablissement et au relèvement. M. Dakouré a fait remarquer que pour éviter la désorganisation et le gaspillage, il serait essentiel de coordonner les efforts à moyen et à long terme; d'autre part, les critères régissant l'assistance à accorder devront être conçus différemment de ceux qui ont gouverné les activités d'appui au développement.

Examen des décisions du Conseil d'administration

20. Des rapports sur les décisions prises récemment par les conseils d'administration respectifs de la FAO, du PNUD et du PNUE ont été distribués aux participants de la réunion du 29 juin.

21. Le représentant de la FAO a fait le point des activités entreprises au titre des secours d'urgence et a fait remarquer qu'il faudrait incontestablement poursuivre cette action en 1974 et peut-être en 1975, ce qui aurait des incidences sur les considérations ayant trait au programme à moyen terme. Lors de sa réunion, le Conseil d'administration du PNUD a autorisé l'utilisation en 1973-1976 de 5 millions de dollars de fonds supplémentaires pour la zone sahélienne. Cependant, les dépenses prévues pour les programmes mondiaux en cours qui doivent se poursuivre jusqu'en 1975 dépassent de 80 millions de dollars les rentrées de fonds escomptées. Le représentant du PNUD a proposé que des ressources appropriées provenant des programmes par pays existants soient affectées à la zone sahélienne et il a déclaré que l'on avait entrepris un examen pour étudier les possibilités de réviser les programmes. Un examen

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10/ La déclaration de M. Dakouré figure à l'Annexe I ("Déclarations liminaires").

des chiffres indicatifs de planification (CIP), qui totalisent 52 millions de dollars pour une période de cinq ans, est également en cours, mais comme la somme prélevable est minime, on ne dispose pas d'une grande marge de manoeuvre. Le Conseil d'administration du PNUE a approuvé des mesures visant à:

a) Mettre au point un programme concerté pour lutter contre la perte de fertilité du sol due à l'érosion, afin d'éviter la progression du désert;

b) Lancer un programme de recherche concerté sur la gestion de l'écosystème;

c) Appuyer et entreprendre des activités de prévision adéquates en vue d'atténuer les conséquences de la sécheresse.

Commentaires des gouvernements et des organisations intergouvernementales et non gouvernementales

22. Les représentants des gouvernements et des organisations intergouvernementales et non gouvernementales qui participaient à la réunion ont fait le point de l'aide qu'ils avaient déjà apportée au programme de secours d'urgence: ils ont approuvé en général la façon dont l'Organisation des Nations Unies assumait la responsabilité de la coordination des programmes à moyen et à long terme et ont indiqué la forme la plus utile que pourraient prendre leur appui et leur assistance. Les paragraphes ci-après donnent un bref résumé des remarques faites par les gouvernements au sujet des programmes à moyen et à long terme.

23. Le représentant de l'ALGERIE a rappelé que son pays avait agi promptement dès qu'il avait eu connaissance de la sécheresse et il a indiqué que les efforts d'assistance seraient poursuivis. Cependant, des priorités devaient être établies par les six pays avec l'aide des institutions et des programmes dispensateurs d'aide, et les solutions à long terme devraient avoir un caractère régional. La prochaine réunion du Comité interétats devrait permettre d'élaborer des programmes à long terme pouvant intéresser des donateurs éventuels. Il semblait qu'une des solutions méritant d'être retenue soit la création d'un fonds spécial pour la région.

24. Le représentant de la BELGIQUE a rappelé l'importance des contributions faites par son pays au programme de secours d'urgence et il a souligné que le Comité interétats devrait bénéficier d'un soutien sur les lieux. Le représentant de la Belgique a demandé quels seraient les rapports entre le Coordonnateur des Nations Unies, dont il est question au paragraphe 7 des recommandations, et le représentant résident du PNUD, qui joue normalement le rôle du coordonnateur; il a reçu l'assurance que le projet de créer un bureau extérieur avait pour but de tenter d'éviter toute difficulté qui pourrait naître du fait d'activités à l'échelle sous-régionale impliquant un grand nombre de parties différentes.

25. Le représentant du CANADA 11/ a déclaré qu'en plus des secours d'urgence, son pays avait envoyé une équipe dans les pays frappés par la sécheresse pour qu'elle évalue les besoins à plus long terme et détermine ainsi quelle serait la contribution la plus utile du Canada. Le représentant du Canada a souhaité que s'instaure une véritable intégration des projets entrepris par le PNUD dans le cadre des programmes par pays et de ceux du Comité interétats permanent.

26. Le représentant de la REPUBLIQUE FEDERALE D'ALLEMAGNE a dit que son pays compte appuyer une aide multilatérale à moyen et à long terme et agir par l'intermédiaire de la Communauté économique européenne et du Fonds européen de développement ainsi que de la Banque mondiale et d'autres institutions spécialisées, mais qu'il est surtout convaincu de la nécessité d'assurer la coordination des programmes par l'Organisation des Nations Unies. Le représentant de la République fédérale d'Allemagne a fait observer que si l'on voulait mobiliser efficacement les ressources, c'était la formule multilatérale qui convenait le mieux pour les phases à moyen et à long terme: son pays désirait coopérer avec le Comité interétats permanent et apprécierait l'élaboration de quelques directives à l'intention des pays donateurs.

11/ La déclaration du représentant du Canada figure à l'Annexe III ("Déclarations des représentants des gouvernements").

27. Les représentants du Gouvernement français ont fait observer que l'aide de la FRANCE en matière de mesures d'urgence s'était élevée à 12 millions de dollars, mais que leur intérêt et leurs préoccupations portent au premier chef sur les efforts à moyen et à long terme. Les modifications apportées au milieu par la sécheresse peuvent relever d'un phénomène cyclique et doivent être situées dans le cadre des problèmes à long terme auxquels le Gouvernement français est désireux de s'atteler en coopération avec d'autres gouvernements, si on le lui demande. Les pays frappés par la sécheresse doivent évaluer avec précision leurs besoins et l'aide doit être assurée par la communauté internationale. En ce qui concerne la coordination, il faut instituer une gestion rationnelle pour éviter les gaspillages et la désorganisation; à ce sujet, le Gouvernement français a été encouragé de constater que les institutions spécialisées avaient procédé à des échanges de vues et étaient parvenues à un accord. Il a été décidé de créer un bureau de coordination à Ouagadougou, d'éviter les efforts pouvant faire double emploi et de transmettre à l'Organisation des Nations Unies les renseignements en provenance de sources extérieures. Le rapport que prépare le Gouvernement français sur les travaux de recherche pure et appliquée, à partir de données de l'agriculture, concernant la zone du Sahel sera prêt en juillet.

28. Le représentant de l'INDE, après avoir fait observer que son pays connaissait des problèmes analogues à ceux des pays soudano-sahéliens, a appuyé l'idée d'une action interorganisations sous la direction du Secrétaire général pour le programme à moyen et à long terme.

29. Le représentant du JAPON s'est engagé à appuyer un programme sahélien et a appelé l'attention des participants sur le fait que son pays a annoncé, lors de la réunion du Conseil d'administration

du PNUD, qu'il verserait une contribution de 1 million de dollars à un fonds sahélien.

30. Le représentant des PAYS-BAS a fait savoir que son pays souhaitait voir établir des plans de développement concrets; d'autre part, puisqu'on lui demandait de prévoir une ouverture de crédits supplémentaires, il devrait savoir ce dont on a exactement besoin. Les Pays-Bas pensaient fournir leur aide sous la forme de produits alimentaires, de moyens de transport et/ou de volontaires; quelques directives en la matière seraient les bienvenues. Les six gouvernements intéressés doivent établir eux-mêmes des priorités et il est prématuré de discuter de plans à moyen et à long terme tant que cela n'a pas été fait. La délégation néerlandaise s'est déclarée très favorablement impressionnée par l'accord intervenu la veille en ce qui concerne la coordination des activités des organismes des Nations Unies.

31. Le représentant de la NORVEGE, pays sans expérience de la région, a néanmoins indiqué que la Norvège était disposée à participer à l'évaluation des plans de développement et qu'elle appuyait les efforts de coordination déployés par le Secrétaire général.

32. Le représentant de l'ARABIE SAOUDITE a annoncé que son pays était disposé à offrir 10 000 dollars à tout pays frappé par la sécheresse.

33. Le représentant de la SUEDE a estimé qu'il faudrait être en possession de rapports complets sur la situation et a émis l'espoir qu'un programme d'action pourrait être élaboré dans l'optique de la programmation par pays. Il a informé les participants qu'une mission était en train de déterminer, aux fins d'études à entreprendre

par le gouvernement, les aspects du programme auxquels la Suède pourrait s'intéresser.

34. Le représentant de la SUISSE, après avoir mentionné l'importance des efforts déployés sur place ainsi que le rôle essentiel de coordination joué par le Comité interétats, a annoncé que son pays envisageait de fournir une aide plus importante que celle qu'il avait déjà accordée et qu'il s'intéressait particulièrement au développement rural intégré sous ses aspects à la fois sociaux et économiques.

35. Le représentant du ROYAUME-UNI a fait observer que son pays avait versé une contribution de 300 000 dollars au Fonds d'affectation spéciale de la FAO et que la Royal Air Force se chargeait en outre d'acheminer des produits alimentaires. Toutefois, la plus grande part de son assistance à long terme prendrait la forme de contributions multilatérales. Le Royaume-Uni a appuyé sans réserve les efforts déployés par l'Organisation des Nations Unies en vue d'élaborer un programme coordonné.

36. Le représentant des ETATS-UNIS D'AMERIQUE 12/ a fait savoir que les Etats-Unis étaient prêts à engager des ressources supplémentaires au profit de la zone soudano-sahélienne, en plus de celles qui étaient prévues pour parer aux besoins immédiats; il a fait observer que ce n'était pas avec les seuls programmes d'urgence que l'on pourrait ramener l'économie de la région à son niveau normal ni résoudre le problème de la détérioration à long terme de l'écologie de base. Des représentants ont déclaré qu'à moyen terme, il fallait faire en sorte que la région puisse à nouveau produire des récoltes et du bétail et reprendre ses activités normales de

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12/ La déclaration du représentant des Etats-Unis d'Amérique est reproduite à l'Annexe III ("Déclarations des représentants des gouvernements").

développement. En ce qui concerne les perspectives à long terme, il a été recommandé d'entreprendre une étude exhaustive des problèmes techniques et des principales options en matière de développement, ce qui implique une analyse systématique des facteurs physiques, économiques, sociaux et institutionnels, étude qui serait menée en collaboration par les pays intéressés, les gouvernements africains et les organisations intéressées et qui ferait intervenir aussi les divers programmes. Il faudrait probablement trois ans pour mener à bien cette analyse à long terme, mais le plan d'ensemble et les grandes lignes d'une telle étude pourraient être définis en quatre à six mois. On a suggéré que les donateurs et les représentants des gouvernements africains se réunissent dans six mois pour faire le point de la situation, si cela leur semble utile.

37. On trouvera ci-dessous un bref résumé des observations faites par les organisations intergouvernementales et non gouvernementales à propos des programmes à moyen et à long terme. Le représentant de CARITAS a fait rapport sur les secours d'urgence fournis par son organisation et sur les programmes locaux de creusement de puits réalisés sous le contrôle des missionnaires. La COMMUNAUTE ECONOMIQUE EUROPEENNE a fait savoir qu'elle serait au premier rang des organisations qui apporteraient de l'aide, et qu'elle considérait que la transformation des déserts en zones habitables était une entreprise d'importance mondiale. Le représentant de la Communauté a évoqué le voyage du Président de la Communauté en Afrique et a souligné qu'il fallait s'efforcer de répondre au déséquilibre technique existant dans le Sahel par des solutions techniques appropriées. Il a également fait ressortir qu'il fallait ou bien payer un prix élevé, ou bien rechercher des solutions nouvelles et moins onéreuses. Le porte-parole du CONSEIL INTERNATIONAL DES AGENCES BENEVOLES a déclaré qu'on allait explorer toutes les possibilités en vue de mettre

sur pied un réseau d'information et de liaison qui permette de maintenir le contact entre les programmes opérationnels et les membres du Conseil international des agences bénévoles. Le Centre de développement de l'ORGANISATION DE COOPERATION ET DE DEVELOPPEMENT ECONOMIQUES (OCDE) a fait savoir qu'il était prêt à contribuer aux études pour l'élaboration de stratégies à moyen et à long terme, à aider à définir les buts et les objectifs et à entreprendre des recherches sur des projets à réaliser en coopération. Le représentant du Centre a estimé, comme d'autres représentants, que le programme à moyen et à long terme absorberait des sommes importantes et qu'il faudrait plus que de simples programmes d'assistance technique pour assurer la coordination en matière de dépenses. L'Organisation des Nations Unies devrait se charger de veiller à la coordination des activités des organismes multilatéraux, faute de quoi on n'arriverait pas à obtenir les fonds nécessaires. Le représentant du CONSEIL OECUMENIQUE DES EGLISES a déclaré que ce dernier serait disposé à faire part de son expérience en la matière pour mobiliser les ressources financières nécessaires à la réalisation d'un programme à moyen et à long terme.

38. Les participants à la réunion du 29 juin ont tous été d'avis que devant l'ampleur du problème, on ne pouvait laisser s'affaiblir l'esprit de solidarité qui s'était manifesté jusqu'alors, et qu'il était indispensable que toutes les parties intéressées - pays du Sahel, organismes des Nations Unies et leurs programmes, gouvernements et organisations intergouvernementales et non gouvernementales - continuent de procéder par voie de consultations régulières. Le Président a mis fin à la réunion en exprimant ses remerciements à tous ceux qui y avaient participé, avaient contribué au débat et avaient fait leurs les recommandations présentées le jour précédent par les représentants de l'ONU. Il s'est déclaré fermement convaincu que l'impulsion déjà donnée en vue de s'atteler aux tâches futures ne se relâcherait pas.

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28-29 June 1973
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28-29 juin 1973
Palais des Nations
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UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL

Distr.
GENERAL

E/RES/1759 (LIV)
28 May 1973

Fifty-fourth session
Agenda item 10

RESOLUTION ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL

1759 (LIV). Aid to the Sudano-Sahelian populations threatened with famine

The Economic and Social Council,

Recalling General Assembly and Economic and Social Council resolutions concerning assistance in cases of natural disaster, and, in particular, General Assembly resolutions 2816 (XXVI) of 14 December 1971 and 2959 (XXVII) of 12 December 1972,

Recalling General Assembly resolution 2462 (XXIII) of 20 December 1968 on multilateral food aid,

Noting with concern the persistence of deficits in food production in the Sudano-Sahelian countries of Africa as a result of the severe drought which has struck them in recent years,

Taking into account the information provided in this respect by the Special Representative of the Director-General of the Food and Agriculture Organization of the United Nations for the Sahelian Question to the effect that, in some regions in those countries, unless emergency measures are taken, the situation will cause irreparable losses, especially in human life,

Taking into account the considerable efforts made by the Director-General of the Food and Agriculture Organization of the United Nations with the donor countries, who have already been informed of the situation, with regard to the need for additional urgent measures to strengthen action already begun by the Food and Agriculture Organization and the World Food Programme to avert the disaster,

Aware of the opportunity offered to it for averting the disaster,

1. Expresses its profound sympathy to the population and Governments of the Sudano-Sahelian region threatened with famine, and assures them that it will do everything possible within its field of competence to avoid a disaster;

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2. Notes that, in the immediate future, the emergency measures will consist of the supply of additional food-stuffs, vaccines, means of transport for provisions, seeds, fertilizers and agricultural and hydraulic equipment;

3. Appeals to States Members of the United Nations and to international organizations to assist in the speedy application of the emergency measures advocated by the Director-General of the Food and Agriculture Organization of the United Nations and requests the Director-General of the Food and Agriculture Organization and other bodies concerned to keep the Secretary-General informed of progress in this respect;

4. Requests the Secretary-General to call upon all elements of the United Nations system to respond to the immediate needs of the affected nations in co-operation with and taking into account the measures recommended by the Director-General of the Food and Agriculture Organization of the United Nations;

5. Calls upon the Secretary-General to organize as soon as possible, in collaboration with the organizations of the United Nations system, in particular the United Nations Development Programme, the International Bank for Reconstruction and Development, the International Monetary Fund and the Economic Commission for Africa, as well as the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Atomic Energy Agency, the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization, the United Nations Children's Fund, the United Nations Fund for Population Activities, the World Food Programme and the International Labour Organisation, each within the framework of its terms of reference, the necessary assistance action in order to respond to the requests of the Governments of this region with regard to their medium-term and long-term needs;

6. Requests the Secretary-General to report to the Economic and Social Council, at its fifty-fifth session, on the development of the situation.

1857th plenary meeting
18 May 1973

NATIONS UNIES

CONSEIL ECONOMIQUE ET SOCIAL

Distr.
GENERALE

E/RES/1759 (LIV)
28 mai 1973

Cinquante-quatrième session
Point 10 de l'ordre du jour

RESOLUTION ADOPTEE PAR LE CONSEIL ECONOMIQUE ET SOCIAL

1759 (LIV). *Assistance aux populations soudano-sahéliennes menacées par la famine*

Le Conseil économique et social,

Rappelant les résolutions de l'Assemblée générale et du Conseil économique et social sur l'assistance en cas de catastrophe naturelle et notamment les résolutions 2816 (XXVI) et 2959 (XXVII) de l'Assemblée, en date des 14 décembre 1971 et 12 décembre 1972,

Rappelant la résolution 2462 (XXIII) de l'Assemblée générale, en date du 20 décembre 1968, sur l'assistance alimentaire multilatérale,

Notant avec inquiétude la persistance des déficits de production alimentaire dans les pays soudano-sahéliens d'Afrique par suite de la grave sécheresse qui y a sévi ces dernières années,

Tenant compte des renseignements fournis à cet égard par le Représentant spécial du Directeur général de l'Organisation des Nations Unies pour l'alimentation et l'agriculture chargé de la question sahélienne, selon lesquels, à défaut de mesures d'urgence, cette situation causera des pertes irréparables notamment en vies humaines dans certaines des régions de ces pays,

Tenant compte des importants efforts déployés par le Directeur général de l'Organisation des Nations Unies pour l'alimentation et l'agriculture vis-à-vis des pays donateurs, déjà informés de la situation, en ce qui concerne la nécessité de renforcer d'urgence par des mesures supplémentaires l'action déjà entreprise par cette Organisation et par le Programme alimentaire mondial pour prévenir la catastrophe,

Conscient de l'opportunité qui lui est offerte de prévenir la catastrophe,

/...

1. Exprime sa profonde sympathie aux populations et aux gouvernements de la région soudano-sahélienne menacés par la famine et les assure qu'il fera tout ce qui est possible, dans le cadre de sa compétence, pour éviter la catastrophe;

2. Prend note du fait que les mesures d'urgence consistent dans l'immédiat à fournir des produits alimentaires additionnels, des vaccins, des moyens de transport pour l'acheminement des approvisionnements, des semences, des engrais et des équipements agricoles et à des fins hydrauliques;

3. Lance un appel aux Etats Membres de l'Organisation des Nations Unies et aux organisations internationales pour qu'ils aident à la réalisation rapide des mesures d'urgence préconisées par le Directeur général de l'Organisation des Nations Unies pour l'alimentation et l'agriculture et prie ce dernier ainsi que les organismes intéressés de tenir le Secrétaire général informé des progrès réalisés à cet égard;

4. Prie le Secrétaire général de demander à tous les organismes des Nations Unies de répondre aux besoins immédiats des nations touchées, en collaboration avec le Directeur général de l'Organisation des Nations Unies pour l'alimentation et l'agriculture et en tenant compte des mesures recommandées par ce dernier;

5. Demande au Secrétaire général d'organiser le plus tôt possible - en collaboration avec les organismes des Nations Unies, en particulier le Programme des Nations Unies pour le développement, la Banque internationale pour la reconstruction et le développement, le Fonds monétaire international et la Commission économique pour l'Afrique, ainsi que l'Organisation des Nations Unies pour l'alimentation et l'agriculture, l'Organisation des Nations Unies pour l'éducation, la science et la culture, l'Organisation mondiale de la santé, l'Agence internationale de l'énergie atomique, la Conférence des Nations Unies sur le commerce et le développement, l'Organisation des Nations Unies pour le développement industriel, le Fonds des Nations Unies pour l'enfance, le Fonds des Nations Unies pour les activités en matière de population, le Programme alimentaire mondial et l'Organisation internationale du Travail, chacun agissant dans le cadre de son mandat - l'action d'assistance nécessaire pour répondre aux demandes des gouvernements de cette région touchant leurs besoins à moyen et long terme;

6. Prie le Secrétaire général de faire rapport au Conseil économique et social, lors de sa cinquante-cinquième session, sur l'évolution de la situation.

1857ème séance plénière
18 mai 1973

RECOMMENDATIONS
of
REPRESENTATIVES OF THE UNITED NATIONS SYSTEM
Concerning the Co-ordination of
MEDIUM AND LONG-TERM ASSISTANCE
for the
SUDANO-SAHELIAN ZONE
28 June 1973
Geneva

1. The Permanent Insterstate Committee, organized by affected countries, and which is located in Ouagadougou, Upper Volta, will be the principal organ for the elaboration of mid- and long-term requirements of the countries affected, and will serve as the focal point for regional co-ordination.

2. The United Nations system will be prepared, if requested by the Permanent Interstate Committee, to provide support to supplement the technical secretariat of the Permanent Interstate Committee.

3. Pursuant to ECOSOC Resolution 1759 (LIV), the Secretary-General of the United Nations is responsible for the overall co-ordination of the efforts of the United Nations system in responding to the requests for mid- and long-term assistance of the affected countries, as they are identified, presented and evaluated.

4. The Secretary-General will delegate this co-ordinating responsibility for mid- and long-term assistance to Under-Secretary-General Bradford Morse for the time being. This responsibility will be discharged by Mr. Morse until circunstances dictate that a different co-ordinating mechanism should be established.

5. A small technical staff, supervised by Mr. Morse, will be established in New York, on a temporary basis, and will serve as the focal point for the co-ordination of efforts of the United Nations system for mid- and long-term assistance to the affected countries.

6. Each participating agency or programme of the United Nations system will establish a contact point to ensure effective co-ordination and information flow for matters pertaining to mid- and long-term planning and assistance.

7. A small United Nations field office, responsible to Mr. Morse, will be established in Ouagadougou to provide liaison with the Permanent Insterstate Committee, and to co-ordinate field activities of the United Nations system in helping to meet the mid- and long-term requirements of affected nations.

8. A technical preparation process will be undertaken at once by Mr. Morse's temporary co-ordinating staff. This work will involve intensive consultations with interested governments, specialized agencies and programmes of the United Nations system, and organizations, both intergovernmental and non-governmental, with a view to ensuring a coherent, integrated and co-ordinated response by the international community to requests that may be anticipated following elaboration of needs by the Permanent Interstate Committee.

9. This technical preparation process will provide an information base for:

a) A technical meeting to be held in September or October to define mid-term programmes in order to respond to anticipated recovery requirements of the affected area, and to consider steps which may be taken to avoid, to the maximum extent possible, an emergency in 1974 and 1975 comparable to that of 1973; and

b) A technical meeting, to be held in late 1973 or early 1974, to develop a responsive, acceptable and co-ordinated programme to meet the long-term needs of the Sudano-Sahelian zone.

10. It is hoped that, to avoid duplication of effort, the United Nations will be kept advised, to the extent possible, of planned programmes of external assistance.

11. It is understood that there are other governments in Central and West Africa, besides those six represented in the Permanent Interstate Committee (Chad, Mali, Mauritania, Niger, Senegal and Upper Volta) which are a part of the Sudano-Sahelian zone, and which may wish to seek mid- and long-term assistance from the international community.

RECOMMANDATIONS
des
REPRESENTANTS DU SYSTEME DES NATIONS UNIES
Relatives à la Coordination
DE L'AIDE A MOYEN ET A LONG TERME
pour la
ZONE SOUDANO-SAHELIENNE

28 juin 1973
Genève

1. Le Comité interétatique permanent organisé par les pays touchés par la sècheresse, et qui est situé à Ouagadougou (Haute Volta) sera l'organisme principal pour définir les besoins à moyen et à long terme des pays touchés, et servira de point central pour la coordination régionale.

2. Si le Comité interétatique permanent le demande, le Système des Nations Unies est prêt à fournir un soutien additionnel au secrétariat technique du dit Comité.

3. Suite à la résolution 1759 (LIV) du Conseil économique et social, le Secrétaire général des Nations Unies a la responsabilité de la coordination générale des efforts du Système des Nations Unies pour satisfaire aux demandes d'assistance à moyen et à long terme des pays sinistrés, quand ils les auront identifiées, présentées et évaluées.

4. Pour l'instant le Secrétaire général déléguera au Sous-Secrétaire général Bradford Morse la responsabilité de la coordination pour l'aide à moyen et à long terme. M. Morse abandonnera cette responsabilité dès que les circonstances imposeront l'établissement d'un mécanisme de coordination différent.

5. On réunira à New York, pour un temps limité, une petite équipe technique supervisée par M. Morse, qui servira de point central à la coordination des efforts du Système des Nations Unies pour l'aide à moyen et à long terme aux pays touchés par la sècheresse.

6. Un point de contact permanent sera établi par chacune des Agences du Système des Nations Unies pour assurer une coordination effectuée et un courant d'information permanent pour les sujets touchant à la planification et à l'assistance à moyen et à long terme.

7. Un petit bureau local des Nations Unies, responsable devant Mr. Morse, sera établi à Ouagadougou pour assurer la liaison avec le Comité interétats permanent et pour coordonner les activités sur le terrain du Système des Nations Unies afin de satisfaire les besoins à moyen et à long terme des pays touchés par la sècheresse.

8. L'équipe technique temporaire de coordination de M. Morse commencera immédiatement son travail. Celui-ci comprendra des consultations intenses avec les gouvernements intéressés, les agences spécialisées et les programmes du Système des Nations Unies et les organisations intergouvernementales et non-gouvernementales en vuè d'apporter une réponse cohérente, intégrée et coordonnée de la communauté internationale aux demandes auxquelles on peut s'attendre dès que le Comité interétatique permanent aura précisé les besoins.

9. La préparation technique devra fournir une information de base pour:

a) une réunion technique prévue en septembre ou octobre pour préciser les programmes à moyen terme susceptibles de prévoir et de satisfaire les besoins de remise en état de la zone sinistrée, et de définir les étapes à suivre pour éviter, dans toute la mesure possible, un nouveau désastre en 1974 ou en 1975, comparable à celui de 1973.

b) une réunion technique prévue pour la fin de 1973 ou le début de 1974 pour élaborer un programme coordonné et acceptable des mesures destinées à faire face aux besoins à moyen et à long terme de la zone sahélo-soudanienne.

10. On espère que pour éviter le double emploi, les assistances extérieures au Système des Nations Unies voudront bien tenir informé celui-ci de leurs programmes dans toute la mesure du possible.

11. On prend acte qu'en plus des six pays (Mali, Mauritanie, Niger, Sénégal, Tchad, Haute Volta) représentés dans le Comité interétatique permanent, il en est d'autres qui font partie de la zone soudano-sahélienne qui peuvent souhaiter recevoir une aide à moyen et à long terme de la communauté internationale.

ANNEX I

ANNEXE I

INTRODUCTORY STATEMENTS

DECLARATIONS LIMINAIRES

Remarks of Mr. Bradford Morse at the Meeting Concerning the

SUDANO-SAHELIAN DROUGHT PROGRAMME

28 June 1973

Palais des Nations

Geneva

Your Excellency, Mr. Minister,
Representatives of the United Nations and other Organizations,
Ladies and Gentlemen,

On behalf of the Secretary-General, I welcome you to this meeting on the medium and long term Sudano-Sahelian Drought Programme. This meeting is indeed a unique undertaking, for our presence here indicates the strongly felt desires of the organizations we represent to work together to help countries in Africa overcome the far-reaching consequences of the most severe drought of the century in the region. We have all heard about the disaster that has affected the lives of millions of peoples in the broad band of land in central Africa.

Some of you have seen, first hand, the consequences of the drought. And some of you are closely associated with the emergency relief efforts to help the affected people to survive. I do not want to dwell on the emergency programme, the responsibility for which is under the direction and leadership of the Director-General of FAO, but I do want to say how pleased I am that at this meeting on medium and long term programmes we have with us the representatives of FAO to give us the benefit of their experience in co-ordinating the emergency phase.

This meeting is unique because, as we all are aware, the problem is desperate, it is vast, and it is complex. It is, in fact, a job that is far too difficult and much too big for any one organization. It will require, therefore, that all those who want to help, and who have the ability to help, will work together in a close and co-ordinated relationship. The interests, responsibilities and capacities of the many organizations and programmes represented here underline the enormous potential of the United Nations system--a potential that can be multiplied through co-ordinated action.

There is, obviously, an abundance of competence, of resources and of knowledge. But the task ahead of us, as I see it, is to organize our work into a divisible but common cause. I believe that with your help and your support, we can and will bring these capabilities together and make the system work with maximum effectiveness. I believe that with the full and active participation of the United Nations system, of the Sahelian Governments and of all other concerned parties, we will demonstrate to the world how a responsible and concerned international community can mobilize itself to respond to the needs of the unfortunate victims of a catastrophe.

I know that an effective and acceptable division of responsibility is no simple task to achieve or to implement. And I know we have much to do to work this out. To achieve a co-ordinated and responsive effort, I pledge to do my best in helping to harmonize the interests and capacities of those elements of the United Nations system represented here today. I know that you will do the same.

As you know, Ministers of six Governments affected by the drought--Chad, Mali, Mauritania, Niger, Senegal and Upper Volta--met in Ouagadougou, Upper Volta, in March 1973 and adopted resolutions that broadly defined their assessment of the crisis and recommended certain programmes to deal with it.

Following this meeting, the Economic and Social Council unanimously adopted resolution 1759, paragraph five of which gave the Secretary-General responsibility for co-ordinating work of a medium and long term nature to deal with the drought. The Secretary-General, in turn, designated me to assure that this co-ordinated effort was initiated.

In this connexion, I have met with the Permanent Representatives to the United Nations of affected countries, with the senior officials of many United Nations organizations and programmes, with representatives of many interested Governments and organizations. I have also discussed and reached agreement on our respective responsibilities on the emergency and medium and long term programmes with the Director-General of FAO in Rome. And most significantly, I have discussed the role of the United Nations system with H. E. Antoine Dakouré, the Minister of Agriculture of Upper Volta, President of the United Nations Development Programme Governing Council and Chairman of the Permanent Commission established by six Sahelian countries to co-ordinate work on the drought.

These discussions have helped shape the thinking and preparations for this meeting. I would hope that we could agree that the objectives for our meeting should be:

a) To determine how to gear up the United Nations system in order to make it responsive to the requirements of the Governments concerned;

b) To exchange information on known needs, on existing and planned programmes, on organization competences, and especially on identifying programme or institutional gaps;

c) To provide an information base on which the Secretary-General can most effectively develop a broad strategy to respond to the ECOSOC resolution; and the needs of the affected Governments; and on which he can decide the most effective way to marshal the strengths and competences of the United Nations system.

And we must continually be guided by one principle: that it is our purpose to respond, in the most effective way possible, and with whatever special competence or programme capability we have, to the needs of the affected Governments as they are identified and evaluated. It is not for us to tell Governments what they should do or how they should do it.

As a result of meetings and discussions I have had, I sensed a sort of consensus among the people I talked with on the issues to be faced and on the mechanism to deal with them. I would like to summarize the discussions and review with you what I believe this consensus to be. I hope that you, during your oral statements today, will help me to refine and elaborate these understandings.

First, as to a mechanism to bring about co-ordination, the Secretary-General, in response to the ECOSOC resolution, would assume responsibility for identifying, in co-operation with interested parties, the respective needs and capabilities to develop a medium and long term programme, in consultation with the Governments. In order to do this, the statements from this meeting today will be reviewed, and, in co-operation with the appropriate parties, made into a report for use by the Governments at a special, high level technical conference to be held in Ouagadougou in August or September of this year.

In this regard, the Secretary-General has already established a small, temporary technical office to work in New York. This office will work with the affected countries, the United Nations agencies and programmes, with interested Governments and with other organizations. It will help prepare the report for the Ouagadougou meeting in August and will help co-ordinate the preparations for medium and long term programme plans.

Second, the Secretary-General would exercise this co-ordinating function from New York because, at least in this organizational development stage, his personal attention could be given to it. The New York location has a special advantage because of the presence there of the permanent representatives of the entire United Nations membership. The Secretary-General, as head of the United Nations family and through his direct contacts with the representatives of Governments, would thus be able to exercise long term oversight and ensure that the initial and very practical concerns of programme responsibility and financing would be co-ordinated and integrated in the first phase of long term programme preparation.

Third, the Secretary-General's office would co-ordinate and guide the preparations of the technical inputs requested by the Governments of the affected countries. These inputs would be provided to the affected Governments to help them in their preparations through the local co-ordination effort of the Permanent Inter-state Committee established by the Governments. The co-operation of United Nations agencies, Governments and other organizations would be required for the preparation of these inputs. Task forces or sub-groups of specialists from the principal agencies might be established for this purpose.

Once the mechanism for co-ordination is established and operating smoothly, the active and direct involvement of the Secretary-General would diminish and development activities could be carried out through established programme procedures and through a strengthened Permanent Inter-state Committee.

In addition to the three points dealing with a mechanism for co-ordination of the preparation of a medium and long term programme, some other points occurred to me. I would like to share these thoughts with you and I invite your comments on them.

These are:

a) How can on-going activities be closely associated with mid and long term programmes and what especially needs to be done to avoid another severe emergency in 1974?

The emergency programmes now under way under direction of the FAO and the on-going work of the United Nations and other organizations must be integrated. Care needs to be taken to see that medium term planning takes into account steps to eliminate, to the fullest degree possible, a continuing emergency situation in the affected countries. The present and medium term efforts must also be co-ordinated with longer term development programmes.

b) What arrangements and approaches need to be developed for co-ordinating fund appeals?

As to this question, it would seem that for the Secretary-General to speak with a single voice on the responsibilities entrusted to him by the ECOSOC resolution, and to achieve the most effective results from donor contributions, that the many possible ways of drought programme funding should be co-ordinated through his office. This means that after the emergency, further appeals for funds would be made through the Secretary-General's office, even though they may be made jointly with and on behalf of individual programmes and organizations. This co-ordinated approach would establish a central point of contact with comprehensive knowledge of overall programme needs and of all actual and potential contributions from donor sources.

I hope what I have reported from my earlier consultations and the questions I have posed will help us to achieve a common approach to the problems which face us--an approach which will point toward a fully co-operative, co-ordinated and integrated framework for mid and long term assistance to the affected countries of the Sahelian zone. I hope that we may be able to share the results of our deliberations with the parties who will meet with us tomorrow. For with such information, they will know our collective view of the problem and how we intend to organize our efforts to meet it.

I know that many of you have prepared statements for this meeting, but, as I indicated in my letter to you of 11 June 1973, in the interest of time, I would hope that they would not be read in full. May I suggest that you summarize the contents of your statement and perhaps comment specifically on the points that I have raised. The prepared statement will, of course, be included in the records of this meeting in its entirety.

I am deeply grateful for your presence here today and for the work that you and your colleagues have done in preparing for this meeting. I am sure we will have a lively and productive day.

STATEMENT BY USG DJERMAKOYE
Special Adviser on African Questions

Monsieur le Président, Messieurs,

L'objectif de cette réunion des organisations internationales comme vous l'avez si brillamment exposé M. le Président est essentiel et urgent puisqu'il s'agit d'aider, à un moment critique les pays de la zone sahélienne de l'Afrique de l'Ouest cruellement éprouvés par une sécheresse qui sévit depuis des annees. C'est pourquoi - connaissant vos hautes qualités d'Organisateur et votre dynamisme inlassable - il m'est particulièrement agréable de vous féliciter pour votre designation comme coordinateur des organismes internationaux de cette aide à apporter aux populations de la zone sinistrée.

Vous savez tous combien cette partie de l'Afrique a été touchée par une secheresse qui dure et s'étend d'année en année avec son cortège de misère et de désolation.

Cette initiative qu'a prise le Dr. Kurt Waldheim de tenir cette réunion dès le 28 juin est une preuve supplémentaire, de l'inquiétude de l'opinion publique internationale et de sa volonté en sa personne, de trouver le plus rapidement possible les voies et moyens les plus appropriés à combattre ce fléau. Le mot fléau n'est pas ici une hyperbole: car on ne connaît pas de mémoire d'homme un désastre d'une telle ampleur !

Quand les peuples du Sahel meurent de faim, que leur économie de subsistance s'effondre, c'est tout un lambeau de civilisation qui disparait. Déjà l'Atlantide n'est plus qu'un souvenir que les archéologues s'efforcent de recréer mais en vain. Le désert doil-il aussi faire sombrer cette partie de l'Afrique que constitue la zone sahélienne ? Les techniques modernes, la solidarité humaine, s'avoueraient-elles impuissantes devant la menace de ce qu'on appelle les désastres naturels ? Et pourtant, l'Afrique a un potentiel incommensurable. Si tous les pays mettaient en commun leurs techniques modernes pour les appliquer à ce continent, il est certain que les résultats dépasseraient toute attente.

Devant l'immensité du désastre, la réaction de la communauté internationale a été généreuse mais chaque jour qui passe rend la situation encoure plus précaire, et on ne peut s'empêcher quoiqu'on fasse de trouver trop lente la mise en oeuvre des secours.

La contribution que vous êtes prêts à apporter, Monsieur le Président et Messieurs, à la reconstruction des pays de la zone sahélienne est attendue avec impatience et les pays concernés feront le maximum pour que l'aide morale, scientifique, technique et matérielle que vous voudrez bien leur accorder répondent à leurs espérance et à nos objectifs communs.

A cet effet, une résolution sera introduite par l'Organisation de l'unite africaine aux Nations Unies lors de la prochaine Assemblée générale pour porter à l'échelle du globe la lutte contre la sécheresse.

Les Chefs d'Etat de la zone affectée ont déjà fait savoir qu'ils tiendraient une conférence en août à Ouagadougou. Ils définiront à cette occasion à la lumière de vos conclusions leurs besoins immédiats et, compte tenu des réalités africaines, leur conception des méthodes les plus efficaces pour prévenir le retour d'une telle situation et pour relancer la mise en valeur de leurs pays respectifs.

Grâce à votre générosité, à votre volonté de conquérir ce désastre sur cette terre d'Afrique que vous connaissez de mieux en mieux, vos décisions, j'en suis sûr, seront bénéfiques pour l'Afrique et d'autres parties du monde souffrant de l'expansion des déserts et marqueront un tournant de l'histoire de la coopération internationale. Car il s'agit au fond de combler le fossé de plus en plus large qui existe entre les pays nantis du XXème siècle et ceux qui vivent dans le dénuement, la maladie et la peur comme les peuples du Moyen-Age soumis à la menace constante des grands fléaux.

Puisse-t-il naître de ces travaux que vous allez entreprendre cette harmonie entre les hommes si nécessaire à un meilleur équilibre du monde.

DECLARATION DE SON EXCELLENCE, MONSIEUR ANTOINE DAKOURÉ
MINISTRE DE L'AGRICULTURE ET DE L'ELEVAGE DE LA REPUBLIQUE DE HAUTE-VOLTA

LE 29 JUIN 1973

Monsieur le Président,

Au nom du Comité Inter-Etats chargé de coordonner les opérations de lutte contre la sécheresse, je voudrais vous féliciter d'avoir pris l'initiative de cette réunion qui permettra à toutes les agences du système des Nations Unies et aux autres sources de financement de se concerter pour rendre plus efficace l'aide fournie ou à fournir aux pays victimes de la sécheresse dans la phase des moyen et long termes.

Je saisirai également cette occasion unique pour renouveler, à tous ceux qui ont bien voulu répondre concrètement à notre appel au secours, notre profonde gratitude pour ce qu'ils nous ont déjà apporté, pour les vivres qui sont encore en route et pour les efforts qu'ils se proposent de consentir dans les phases suivantes pour mettre nos populations à l'abri de pareilles catastrophes dans le futur.

Certes les interventions déjà réalisées sont appréciables mais la situation est encore dramatique sur la terrain à cause des difficultés de transport qui retardent considérablement la livraison des vivres. Selon les dernières informations disponibles à Ouagadougou à la date du 25 juin, sur 452.150 tonnes de céréales promis par les organismes et pays donateurs ou achetés par les Gouvernements des pays sinistrés 204.150 tonnes seulement ont été livrées. Il reste donc encore plus de la moitié alors que les besoins sont de plus en plus pressants. Par ailleurs, avec les pluies qui commencent les voies de communication seront très rapidement impraticables. Il est donc particulièrement souhaitable que l'accent soit mis sur l'accélération des livraisons de vivres et sur les moyens de transports aériens avec, si possible, des équipements de parachutage pour permettre de desservir les agglomérations qui ne seraient plus accessibles pour la voie terrestre.

Les mesures d'urgence devraient donc être renforcées en ce qui concerne les quantités accordées, la rapidité des livraisons et les moyens de transport les mieux adaptés aux contraintes locales.

Mais s'il n'y a pas de doute que nous devons accorder le maximum d'attention à cette phase d'urgence, nous devons aussi considérer le problème dans son ensemble. Les efforts déjà déployés permettront de réduire les conséquences immédiates de la catastrophe. Nous devons maintenant nous attaquer résolument à ses racines car il ne suffit pas de sauver l'homme, il faut ensuite lui redonner une raison de vivre et d'espérer.

Au cours de leur réunion des 26 et 27 mars dernier à Ouagadougou, les Ministres de l'agriculture des pays sahéliens et leurs experts ont défini les orientations générales pour la lutte à mener contre la sécheresse dans les moyen et long termes.

Il s'agit essentiellement:

1. de constituer très rapidement, au niveau de chaque pays dans les zones concernées, des stocks de réserve permettant de satisfaire avec toute la célérité requise, les besoins alimentaires de nos populations en cas de nouvelle catastrophe. En réalité, cette mesure devrait être considérée dans la première phase d'urgence car si les pluies ont déjà commencé, elles suffisent pour couper les routes mais elles ne sont pas assez abondantes pour nous inciter à l'optimisme. C'est donc dès maintenant qu'il faudrait préparer les opérations de secours pour l'année prochaine.

2. d'aider nos populations à reconstituer leur capital de production par une maîtrise complète de l'eau pour l'homme, pour les animaux et pour l'irrigation, par la mise au point de variétés de semences et de plantes fourragères adaptées aux conditions écologiques du Sahel et par la protection de la nature pour corriger ces conditions écologiques.

3. de réaliser des études qui permettent d'avoir une meilleure connaissance du phénomène-sécheresse pour mieux orienter et mieux organiser la lutte préventive.

4. de définir et mettre en oeuvre une politique de développement agricole plus rationnelle au niveau national et plus cohérente à l'échelon régional.

Etant donné qu'il s'agit d'une réunion d'information et de coordination, je me permettrai de vous soumettre quelques réflexions sur l'esprit qui devrait prévaloir en matière d'aide pour permettre à la solidarité internationale de s'exprimer de la manière la plus efficace en faveur de nos populations.

Si après plus de dix années d'efforts conjugués afin de promouvoir le développement nous sommes encore soumis à une telle menace, il y a lieu de tirer objectivement les leçons du passé et d'accepter les ajustements et les réorientations qui s'imposent.

Quand on considère l'une après l'autre les solutions envisagées aujourd'hui en vue de résoudre les problèmes de la sécheresse, on est surpris de n'en trouver aucune qui soit absolument nouvelle. On les retrouve au fil des suggestions contenues dans les rapports d'activités des services nationaux. Mais alors pourquoi avoir attendu jusqu'à ce jour pour découvrir subitement que la lune existe? Pourquoi ces suggestions n'ont-elles pas été traduites en réalisations concrètes jusqu'à présent?

Objectivement on ne peut pas nier que les options politiques en matière de développement n'ont pas toujours répondu à l'idéal mais que représente l'ideal quand le pouvoir de décision dans le domaine des financements échappe souvent aux Gouvernements intéressés?

Les études de justification économique ou de factibilité sont nombreuses qui ont abouti à des conclusions négatives parce qu'on préfère la sécheresse des critères de rentabilité en termes financiers sans aucune considération de l'aspect social des projets présentés comme si l'on oubliait qu'il est impossible de créer la motivation indispensable à tout effort de développement si l'homme lui-même, le principal intéressé, n'est pas en mesure d'y apporter sa contribution.

Par ailleurs, l'exigence de contre-partie imposée par certaines sources de financement comme preuve de l'interet accordé aux projets présentés est peut-être justifieé mais elle conduit à cette situation paradoxale que les plus défavorisés, dont la capacité de participation financière est forcément limitée, sont obligés de ne réaliser que des projets adoptés à leurs moyens c'est-à-dire des petits projets sous porté réelle sur leur économie.

Fort heureusement, une évolution favorable se dessine déjà pour une répartition plus équitable de l'aide qui tienne compte des contraintes qui paralysent les pays les moins favorisés.

Le seul "avantage" que nous puissions tirer de cette catastrophe c'est qu'elle démontre, mieux que tous les discours sur la philosophie de l'aide, la necessité de mieux orienter l'assistance vers la satisfaction des besoins réels de ceux qui la reçoivent. Il va de soi que ces besoins réels ne peuvent être exprimés valablement que par ceux qui les éprouvent. C'est donc à eux que la parole devra être donnée en premier lieu - L'objectif du développement étant d'abord le plein épanouissement de l'homme c'est seulement en accord avec cet homme qu'il sera possible de concevoir des actions qui emportent son adhésion et sa participation.

Monsieur le Président,

Après ces quelques réflexions sur la conception de l'aide qui doit tendre vers un développement réel, je voudrais encore, si vous me le permettez, faire quelques remarques sur l'aide spéciale pour laquelle vous vous organisez en ce moment. Nous pensons qu'il est absolument indispensable que toutes les actions dans les moyen et long termes soient coordonnées car si chaque organisme devait intervenir sur sa propre initiative, selon ses préférences et ses objectifs, le désordre qui en résulterait nous conduirait à l'échec et au gaspillage.

Les pays sinistrés se sont concertés afin de réaliser un front commun pour lutter plus éfficacement contre la sécheresse. Une réunion du Comité Inter-Etats se tiendra dans la première quinzaine du mois de juillet pour mettre en place les organes techniques dont l'une des premières missions sera de traduire en projets les orientations générales définies par les Ministres de l'Agriculture en mars dernier à Ouagadougou. Certains de ces projets existent déjà au niveau de chaque Etat. Il s'agit de les actualiser et de leur donner une cohésion sur le plan régional pour permettre leur exécution dans les meilleurs délais. Pour les autres projets qui peuvent necessiter des études, les organes techniques du Comité prépareront les documents afin de permettre à la réunion scientifique de travailler dans des domaines précis correspondant effectivement à nos besoins.

Votre réunion est une excellente initiative qui nous permettra de parler le même langage par la suite sur le terrain.

Je dois enfin livrer à votre réflexion nos inquiétudes quant aux dispositions qui nous paraîssent souhaitables pour garantir la disponibilité des financements au moment où les projets seront prêts. Aujourd'hui, tous les hommes de bonne volonté se mobilisent pour secourir ceux de leurs frères qui sont martyrisés par la sécheresse. Demain, ils peuvent être sollicités par d'autres événements. Si les ressources financières ne sont pas mobilisées aujourd'hui pour constituer un fonds réservé aux pays du Sahel nous craignons que ce ne soit beaucoup plus difficile plus tard. Il s'agit de reconstituer le capital de production, d'une véritable oeuvre de reconstruction. C'est donc au-delà de l'aide normale qu'il faut situer les opérations à réaliser. Un plan spécial avec un financement spécial devraient être envisagés dès maintenant si la Communauté internationale veut contribuer à redonner un peu d'espoir au paysan du Sahel.

ANNEX II

ANNEXE II

STATEMENTS AND REPORTS OF UNITED NATIONS PROGRAMMES AND ORGANIZATIONS

DECLARATIONS ET RAPPORTS DES PROGRAMMES ET ORGANISMES DES NATIONS UNIES

STATEMENT BY THE REPRESENTATIVE OF THE ECONOMIC COMMISSION FOR AFRICA
ON
MEDIUM-TO-LONG-TERM MEASURES REQUIRED FOR REACHING LASTING SOLUTIONS TO EFFECTS OF DROUGHT IN THE SUDANO-SAHELIAN ZONE

1. Introduction

By virtue of its mandate and programme of work, ECA is primarily concerned with medium and long-term programmes of regional character, aimed at finding lasting solutions to the complex problems of balanced development and sustained high levels of agro-economic productivity in the Sudano-Sahelian zone. Thus ECA is more specifically concerned with relevant questions of basic strategy and development policies.

2. The Nature and Real Causes of the Problem

We believe that the efforts, programmes and measures aimed at long-term and lasting solutions to the complex problems generated in the zone, should be made in the back-ground of a thorough examination of the roots of these problems. Cyclical agro-metrological changes, however persistent, extensive or cumulative they might have been, are only one dimension of the problem. The really significant and more relevant reason to long-term development is the temporal and increasing imbalance in agro-social and agro-economic dynamics, the rates of growth of human and animal populations far exceeding that of developed land capacity and hence agricultural productivity. This has mainly been due to defective economic structures and inconsistent development policies especially with regard to the philosophy and rationale of allocating scarce resources between sectors - a relatively small share being allocated to agricultural development - and to the inconsistency in the operative criteria of investment within the agricultural sector. Although this is primarily the prerogative of individual governments, the international community shares the responsibility. It is indeed opportune now to examine our strategies, evaluate the long-term consistency of our programmes and our way of doing things.

3. Ongoing and Projected Relevant Programmes by ECA

The ECA Executive Committee in its ninth meeting (Addis Ababa, 18-22 June 1973), examined the situation in comprehensive depth, as reflected in its report and resolutions (available to this meeting in English and French - Resolutions also in Annex 1 to this statement). The Committee devoted relatively more time to the long-term bearing of the problem.

Among the basic documents prepared for the Executive Committee meeting was a report titled "ECA Ongoing Activities in the Sudano-Sahelian Zone" (also available in both languages to this meeting). The report outlines previous as well as current and projected studies, programmes and activities being undertaken by the Commission with relation to the medium and long-term solutions of the problems of slow and low-equilibrium socio-economic development in the effected zone. It also contains a summary of the main findings, conclusions and recommendations of a study undertaken for the

Commission by an inter-disciplinary group of consultants as early as 1964 on the problems of agricultural and rural development in three of the affected countries namely, Niger, Mali and Upper Volta. There is indeed very little we can add now to our knowledge of the basic agro-ecological, agro-economic and structural constraints (including constraints due to a marginal ecology and a vulnerable environment), than what was written in this document with profound insight and dynamic perspective.

The study was based on extensive field visits in the three countries, and dealt analytically with basic problems of output and productivity in the fields of crop and livestock production, land use and land capability, forests, fisheries, nutrition, rural life and institutions and related policies. The fundamental feature of the study is the emphasis, in the background of a marginal and hazardous environment, on agro-ecological and land use planning and on concentration on the PRODUCTION BASE, as the main measures which can lead to long-term sustained and dynamic growth in agricultural productivity and hence over-all economic and social development. The study highlighted several national and multinational measures towards achieving these objectives.

This report was sent to all Governments concerned as well as to the relevant international institutions, including the World Bank Group. Member states were expected to include requests for implementation of the recommendations within their country programmes. Such efforts have been fragmentary and hardly inter-linked, and therefore the overall impact has benn negative. On the part of the U.N. system, the response has been retarded and poorly coordinated, but some recent efforts in the fields of multinational lake and river basin development and integrated rural development by UNDP, FAO and the World Bank Group, have indicated at least some directional consistency. However,for a real and lasting impact, more resources, coordinated effort and rational programming are needed at all levels.

Meanwhile, and since 1968, ECA has oriented its sub-regional studies in the field of agricultural production and trade, which studies are undertaken jointly with FAO, more towards solving the basic structural constraints impeding dynamic development. Phase I of these studies, which has been completed for all the four sub-regions of Africa, has indicated a wide scope and possibilities for expanding agricultural production through the radical transformation of the production base, more rational allocation of resources and the promotion of intra-regional trade.

Phase II of these studies which is meant to be undertaken in more depth and given as much action and investment orientation as possible, will start with the West African sub-region, hopefully early in 1974. In this in-depth study, the long-term problems of development of the Sudano-Sahelian zone, will be considered in the context of over-all sub-regional development and interzonal integration vis-à-vis the Guinean Zone comprising most of Southern coastal countries of West Africa. The study will deal with two components of agricultural development:

a) General long-term perspective development and
b) Study of selected commodities (mainly food) with prospects for expansion in production and intra-regional trade.

Emphasis on food commodities is the collective wish of the Governments concerned, and is consistent with the findings and conclusions of Phase I studies.

A project which was a direct outcome of the sub-regional studies, but which has been discontinued due to lack of resources for undertaking a pre-investment study, is the West African Regional Food Reserves study undertaken in co-operation with USAID, FAO and the OAU. The project aims at reducing the effects of seasonal and localized food shortages (mainly food grains) in the sub-region. We hope that this project will reassume high priority in any action-oriented effort being contemplated. We consider any additional support given to these ECA/FAO Joint studies in order to widen their scope and add to their practical usefulness, is relevant to the long-term aspects of the problems under consideration.

ECA has also been instrumental in the creation and promotion of the West African Rice Development Association (WARDA), rice being a major food crop and source of income especially in the effected zone.

4. Suggested Medium and Long-term Measures

Assuming that the relief and recovery measures being currently undertaken or conceived will lead to restoring the situation to normal, and, drawing attention to the pertinent resolutions by the ECA Executive Committee (see Annex 1), we suggest the following measures:

a) Measures related to direct medium-term action:
   i) Intensify assistance to Governments concerned and to their inter-state body, in planning, programming and project formulation, including re-appraisal, evaluation and re-orientation of ongoing projects and programmes, as well as review of current development policies and strategy.
   ii) Concentrate action programmes from the 1973/74 cropping season onwards on areas of relatively high potential with provision of intensive inputs of improved seeds, fertilizers, vaccines etc.etc. Also endeavour to maximize geographic coverage. Some bilateral agencies may wish to undertake specific projects in specific areas as part of an over-all coordinated programme.
   iii) The systematic identification of potential projects as revealed by previous or ongoing studies and experiments, which have so far been delayed by shortage of funds or resources;
   iv) Give relatively higher priority to quick-maturing projects and programmes aimed at increasing food production.

b) Measures related to the preparations for long-term development:
   i) The planning and expedient implementation of a comprehensive agro-ecological and agro-economic survey aimed at the identification of long-term agro-meteorological-Agro-social relationships and hence establish more stable land use and land capability systems

and ecological adjustments based on the scientific assessment of productive capacity of land and associated resources. The survey should also take into account complementarity with the Wet Savannah zone which possesses better production potential, and which, in some cases, lies beyond the political boundaries of the affected countries. It should also take into account possibilities of applying modern technologies such as stratification and feed-lot fattening of immature livestock moved from marginal producing areas to coastal consuming countries. This should logically lead to the formulation of concrete projects and programmes for implementation over, say the next 10-15 years, with the objective of effecting a lasting up-lift in the Production Base;

ii) Formulate a regional project backed by the most developed technology and scientific knowledge, aimed at improving our knowledge on long-term climatic behaviour and on cyclic droughts;

iii) Formulate and implement projects and programmes aimed at the rehabilitation of deteriorating crop and pasture land;

iv) Establish the long conceived Institute for Arid Zone Research with the co-operation of the new U.N. Agency for the Environment, UNESCO, FAO and other interested parties. The institute should give high priority to Development and action-oriented research such as that related to 4b) ii) and iii) above.

v) IBRD/IDA, with its building up experience in Livestock and area development may consider a regional project with country level components in the affected zone, aimed at rehabilitation and improvement of cattle routes especially in the north-south axis related to exports into coastal countries. Such projects will include pasture development, ground water development, quarantine and other related measures;

vi) Hope that the projected Animal production and Health Centre for Africa which is being jointly sponsored by the IBRD/UNDP/FAO and others, will accord high priority to action and development-oriented research in the affected zone;

vii) The formulation and implementation of a comprehensive and well co-ordinated programme of water resource development, water being the main resource contributing to high and sustained agricultural productivity, rural stability and development. This is because it allows for a substantial increase in the level of technology and the use of improved inputs.

ix) Help West African countries of the affected zone to implement the already studied (by ECA) project of the West African Transport Network. The North-South axis is vital to the economies of the land-locked Sudano-Sahelian countries and to the integrated development of the whole West African sub-region.

x) Formulate and implement projects (mainly inter-country) aimed at the eradication of endemic diseases (e.g. trypanosomiasis and River Blindness) from vast tracts of good potential land which could be opened for settled farming and productive development.

xi) The preparation of an investment feasibility study and an implementation programme based on the USAID study on Regional Food Reserve for West Africa.

5. Some Thoughts on the Required Machinery for Planning and Implementation:

i) We endorse and support the principle of basing all assistance around the already established Inter-State committee, and that the Governments concerned should take the initiative in all action related to programming, implementation and co-ordination.

ii) We agree to the idea of setting up a small co-ordinatory office at U.N. Headquarters in New York, with the understanding that this is only a temporary measure, pending the establishment of a permanent co-ordination mechanism, preferably in the sub-region, to work in close harmony with the Governments through their Inter-State Committee.

iii) It is in our opinion that this permanent machinery should make maximum use of existing regional and sub-regional offices of the U.N. agencies already operating in West Africa such as FAO, ECA, UNDATS, WHO and IBRD. We expect the Secretary-General to assume over-all responsibility for the U.N. programme.

iv) We believe that there is need to associate the building up of these institutions and co-ordinating mechanism with a genuine effort on our part as a U.N. family to modify and re-adapt our concepts, philosophy, criteria, methods of approach and sense of priorities, in order to maximize benefits from this challenging task. We should not underestimate, in view of the multiplicity of our agencies interests and senses of priority, the difficulties which will face us in the formulation and implementation of a coherent and effective programme. On the other hand, we are having a wonderful opportunity for concentrated and concerted action in a well defined area with good prospects for maximizing impact and benefits and hence for boosting and illuminating the image of the United Nations.

6. Possible Sources of Funds

In addition to any extra-budgetary resources which may be forthcoming, substantial resources can be made available from:

a) Allocations from funds earmarked for the Least Developed Among Developing Countries; four out of the six affected countries are L.D.C.S.;
b) Revision of UNDP Country and Regional Programme and priorities;
c) Allocations from UNDP Reserves;
d) Soft-loan funds from IBRD and from the newly established ADB African Development Fund;
e) Funds from the United Nations Environmental Problems Agency (UNEPA);
f) Funds from the U.N. Population Affairs Programme.

It should be remembered that the benefits from these investments will affect not only the six countries, but there will be several indirect benefits to the entire Sudano-Sahelian Savannah zone comprising eleven countries with a total population of about 120 million people.

Geneva, 28 June 1973

The ninth meeting of the Executive Committee
of the Economic Commission for Africa

Resolution on Drought in the Sudano-Sahelian Zone

The Executive Committee

Noting with much concern the significant and serious magnitude of the effects of drought in the Sudano-Sahelian zone, and, in particular the alarming and continuing losses in human lives and livestock and the large deficits in the production of food and the availability of pasture and drinking water,

Acknowledging with appreciation the pertinent resolutions by the Assembly of Heads of State and the Council of Ministers of the Organization of African Unity, and the resolution adopted by the United Nations Economic and Social Council in its fifty-fourth session held in Geneva in May 1973,

Taking into account the prompt and expedient actions taken by the Food and Agriculture Organization of the United Nations with the co-operation of other agencies and donor countries and to organize and supervise emergency relief operations in the affected area in an attempt to minimize the immediate consequences of the disaster,

Noting with appreciation and gratitude the contributions which non-African donors have extended to the relief campaign,

Taking into account the efforts made by some Governments concerned in mid-1972 to pre-warn against the onsetting disaster, and the co-operative actions they have taken with the help of the international community to initiate and carry out an emergency relief campaign,

Considering the operational problems with which the relief campaign is faced, especially in the field of transport,

Noting with appreciation the steps and measures which some coastal neighbouring countries of the subregion have taken to facilitate the temporary movement across their borders of some affected human populations and their livestock in search for food, water and pasture,

Conscious of basic agro-ecological and agro-economic magnitude and dynamics of the problem, and of the importance to the affected zone and to Africa of seeking lasting medium-to-long-term solutions of drought and its associated evils, particularly in terms of balanced land use and a general uplift in agricultural productivity, the stabilization of rural populations and the construction of dams,

Aware of the steps which are being taken by the United Nations Secretary-General to develop appropriate institutions for the planning and implementation of a medium-long-term programme,

Taking into account the main findings, recommendations and resolutions of the ministers and experts of agriculture and rural development of the affected countries at Ouagadougou between 23 and 27 March 1973 by which a well-conceived short-, medium- and long-term joint action programme was outlined and a permanent inter-State co-ordinating committee was set up,

Taking into account the efforts which the ECA secretariat has made over the last decade in drawing attention to the basic structural constraints in the agro-economic complex of the Sudano-Sahelian zone as well as the ongoing and projected activities in this direction,

Aware of the fact, as witnessed by the incidence of partial and localized droughts in Northern Ethiopia, Northern Chad and Northern Nigeria, that cyclical drought is a constant threat to all the countries within the Sudano-Sahelian-Savannah-Northern Guinea belt of Africa from the Atlantic to the Red Sea,

Considering that agriculture is the backbone of the economies of these countries and the spearhead of their long-term economic and social development,

1. Appeals to all African States to extend additional help, however modest, towards the success of the relief campaign within the framework of African solidarity and at the same time appeal to the international community at large to assist in intensifying and consolidating the emergency relief campaign, especially in areas which constitute a bottleneck to the progress of the campaign like transport and communications in view of the fact that many parts of the affected areas could be cut off during the onsetting rainy season;

2. Urges that concerted national, subregional and international efforts should be mobilized with the objective of achieving substantial increases in production of food crops, meat and milk in the 1973/74 season and that is by organizing a crash programme for providing areas of relatively high potential with modern means of production specially fertilizers, tools, vaccines and intensive agricultural extension methods;

3. Calls on the Executive Secretary to mobilize inter-agency multidisciplinary resources and efforts aimed at strengthening ongoing regional development projects related to the problems of increasing agricultural productivity; the objectives and approaches of Liptako-Gourma Authority, River Niger Commission and the Lake Chad Basin Commission, the Organization for the Development of the Senegal River should be particularly re-appraised and re-oriented in this direction;

4. Requests the competent organizations to help in assisting the subregional organizations referred to above with the implementation of the projects which they have drawn up as part of their anti-drought campaign,

5. Requests the United Nations Secretary-General and the ECA Executive Secretary in co-operation with the Organization of African Unity, to mobilize and co-ordinate international action for medium-to-long-term perspective development based on the already established inter-State committee based at Ouagadougou, and to provide this committee with every possible material, logistic and institutional support to enable it to carry out the programming

and implementation of joint projects consistent with the ongoing ECA/FAO programme of the Commission on intra-subregional co-operation and trade in the field of agriculture, and making maximum use of the resources available at the ECA subregional office and the West African UNDATs; the strengthened and continually supported inter-State committee should specially be enabled to carry out the following:

(a) Improve knowledge about long-term climatic behaviour in the zone;

(b) Accelerate ground water surveys and drilling programmes;

(c) Formulate and assist with the implementation of reafforestation and rehabilitation of destroyed or lost ecosystems, halting of desert creep, re-establishment of a long-term ecological balance and nature conservation;

(d) Identify and formulate national and multinational water resource projects, the development of which should assist in raising agricultural, human and animal productivity;

(e) Promote the construction of dams with the intention of extending the area of irrigated lands;

(f) Reinforce through regional co-operation and reappraisal of priorities resources in agronomy, animal husbandry and cultivated pastures.

6. Calls on the Executive Secretary in co-operation with the Organization of African Unity to seek the support of the IBRD, UNDP, FAO, ADB and other international organizations in implementing the project on Regional Food Reserves for West Africa and in implementing long-term projects which will enable a comprehensive and permanent solution to be found to the drought problem in West Africa.

7. Urges the member States of the West African subregion to take active steps towards the implementation of the West African Transport and Communication Network;

8. Stresses the need for countries of the subregion to reconsider their development plans and programmes with a view to giving progressively higher priority to increased food production especially staple grains and meat;

9. Calls on UNDP through the forthcoming meeting of UNDP Resident Representatives in Africa to accord high priority in the seventies to regional development programmes dealing with or related to the problems of drought, especially projects dealing with livestock development, with increasing food production in the subregion and with water resources development;

10. Expresses its hope that the newly created United Nations Agency for Environmental Programmes would be primarily concerned with the allocation of resources to help in the long-term solution of the environmental and agro-ecological problems of arid and semi-arid zones in Africa;

11. Calls on the President of IBRD to intensify his efforts aimed at assisting countries of the subregion in allocating more investment and development resources towards projects and programmes leading to substantial increases in food production;

12. Requests the Executive Secretary of the Commission to prepare for consideration by the Executive Committee in its next meeting (November 1973) a comprehensive and detailed report on the progress in the implementation of the immediate, medium- and long-term programme outlined above in addition to a more specific and detailed action oriented programme for implementation by national, regional and international agencies to meet the above-stated objectives.

RECONSTRUCTION SAHEL

THE MEDIUM-TERM AND LONG-TERM DEVELOPMENT OF THE SUDANO-SAHELIAN ZONE OF WEST AFRICA

Department of Economic and Social Affairs
United Nations New York

9 July 1973

CONTENTS

Page

A. Introduction 1

B. The Background to the Problem and the Basic Approach to the Solution 2

C. The Main Elements in a Comprehensive Development Programme 7

(1) Water 7

(2) Agriculture 7

(3) Inland Fisheries 9

(4) Minerals 9

(5) Industries 10

(6) Transport 11

(7) Energy 11

(8) Population, Migration and Settlement 11

(9) Health and Nutrition 13

(10) Building and Reinforcing Development Institutions 13

D. Specific Actions Needed to Make a Start 15

(1) Action at the Level of Government Policy 15

(2) Administrative and Technical Action 16

(3) Investigative Action 16

E. The External Technical Assistance which would be needed 17

A. INTRODUCTION

1. The United Nations Economic and Social Affairs Department has been involved in several major fields of activity in the Sudano-Sahelian zone. Notable are development planning and river basin development, public administration, mineral and water survey, transport, training, statistics and population. This involvement has brought a collective understanding of the problems of the area which has made it possible to see quite clearly the main lines of a long-term strategy.

2. This, of course, is not to say that all the data and all the understanding needed are already available. Many important items are missing. Nevertheless, it is clear that the basic approach has to be one of tackling the totality of development. At present a number of factors are interacting to bring about cumulative decline. Only by a comprehensive approach will it be possible to reverse the process.

3. The purpose of this memorandum is, by profiting from the UN's involvement in key aspects of the zone's development, to set out the main lines of a strategy, to describe briefly the principal elements to be taken into account, to indicate the actions needed to make a start and to suggest the fields where external technical assistance is most likely to be needed. Finally, it indicates those technical assistance fields where the UN/ESA itself disposes of the expertise needed. The main purpose, however, is not to draw attention to fields of substantive interest to UN/ESA, but rather to emphasize the need for a co-ordinated interdisciplinary effort.

B. THE BACKGROUND TO THE PROBLEM AND THE BASIC APPROACH TO THE SOLUTION

4. The Sudano-Sahelian zone comprises Chad, Niger, Upper Volta, Mali, Mauritania and Senegal. The total area is almost 5.3 million square kilometres. It includes two major river basin systems - those of the Senegal and the Upper Niger. It also includes most of the Lake Chad basin and a relatively small part of the Volta basin.

5. In order to propose a meaningful medium-term programme for the Sudano-Sahelian zone, UN/ESA feels that it is necessary to present the broad outline of a long-term solution to the recurrence of drought and famine in the zone. It is UN/ESA's view that a medium-term programme should not comprise only the rehabilitation of the productive capacity as it existed before the present drought. Rather it should provide the transition between the short-term programme of relief operations and the launching of the long-term fight to eradicate the periodical recurrence of famine. While certainly re-establishing the productive capacity to its pre-drought level as soon as possible, it should already orient the organization of production and start other activities necessary in the medium-term in such a way as to lay the groundwork for a radical attack on the problem. It is UN/ESA's conviction that existing technologies as well as data already accumulated in the region

already allow of the design of a strategy for solving the problem of unreliable income and progressive degradation of the environment in the Sudano-Sahélian zone (1).

6. The broad aim of the strategy will be to reverse the present cumulative process whereby man is degrading his own environment through exploitation under prevailing conditions, while the progressive degradation of the environment compels him to overexploit the land more and more.

7. Any strategy aiming to reverse this cumulative process between man and his environment must be based on an overall development of the different categories of water resources of the zone. But this alone is not enough. The other productive resources of the zone, and notably the minerals, have to be mobilized also. The use of the different categories of water resources in the different parts of the zone in combination with the other resources there has to be systematically planned so as to achieve at least a given minimum production and a given income distribution. In this way it will be possible to induce also the socio-economic structural changes which are necessary to sustain the process of balanced growth in the long run.

8. In fact, it is the scarcity of water, together with its wild fluctuations from year to year, which more than any other factor has over the years determined the evolution of the system of production and the social organization of the area, including the various concepts of land ownership - or rather, rights of land use - which now exist in the various parts of the zone.

9. The overall social structure is geared towards ensuring as much as possible a system of social security — first within the family, then within the village community, and finally through the economic relationship between the sedentary and the nomadic populations of the area. Any sizeable modification of the water conditions in the area is thus liable to render obsolete the very foundation of the present system of economic and social relationships.

10. Thus a carelessly conceived policy of water development could bring about social stresses and conflicts which might themselves then block the process of further development.

11. Examples abound in the area of piecemeal and functional projects of local water development which gave rise both to an acceleration of the process of land degradation around the water points and to social conflicts between the agricultural producers and the cattle raisers in the area, and which had finally to be abandoned.

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(1) In UN/ESA's view, one should distinguish between, on the one hand, the limited aim of providing a dependable income while stopping the process of deterioration of the environment by man's activities (for which a strategy can be designed in the present state of our knowledge) and, on the other hand, the broader problem of stopping the process of desertification (for which further basic and applied studies are still necessary for a true understanding of the problem). Nevertheless, whatever the solution of the broader problem, it implies necessarily that the first one is already solved.

12. On the other hand, these very experiences show also that in this area of water scarcity water development is a powerful instrument to affect social change. Thus, a water policy integrated into a well conceived comprehensive programme of action could achieve a set of consistent and non-conflicting long-range objectives of production and of social organization. In other words, water, while posing the key problem, can also be the key to implementing the solution.

13. From the point of view of a strategy of water development, the lands of the zone can be divided into two broad categories:

(a) River basins, where the regulation of the rivers will allow the development of high-yielding irrigated cultivation, and where the local population is already settled and practises mainly a combination of flood and post-flood traditional agriculture.

(b) Sylvo-pastoral areas (2) where one segment of the population practises a system of transhument livestock raising and another segment practises rainfed agriculture.

Beyond these areas there are large arid or semi-arid areas where little or no development has so far taken place.

14. In the sylvo-pastoral areas the potential for extensive livestock raising is slowly deteriorating through overgrazing, particularly during the dry months of the year. The present system of shifting agriculture is also progressively eroding the land. Potential water resources of these areas consist of groundwater resources (which could be developed through wells) and surface water resources (which could be retained through dams in localities with suitable topography). In the present state of our technology the underground water resources in this area, wherever they exist, could be developed only to provide for the drinking needs of the human and animal population; the groundwater there cannot economically be used as the basis of large-scale irrigated agriculture.

15. Taking the case of the Senegal river basin as an example, studies carried out within the past decade with the assistance of the UN system, which will be synthesized in an overall perspective development plan, show that:

(a) The regulation of the river at 300 m^3/sec would allow the development of a high yielding agriculture which could ensure the needs of the population of the basin and provide a surplus exportable to neighbouring areas. At the same time, the system of crop rotation would allow enough production of fodder crop to allow the river basin to supply the food to the cattle of the neighbouring areas during the three last months of the dry season of the year, while ensuring also the food for a step of final intensification to increase the quality of the meat production.

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(2) The French expression "sylvo-pastoral" is retained here as a convenient term to indicate areas of light woodland where the vegetal cover provides pasturage and the rather small trees provide firewood (and, in this case, gum arabic too).

(b) The natural pasture of the sylvo-pastoral region would be preserved if a system of cattle breeding were introduced which alternated extensive grazing during nine months of the year along the present pattern with three months of store feeding, using fodder provided by irrigated cultivation. The latter would be organized around the surface water and groundwater points developed in areas adjoining the river basin. Finally, the animals coming to maturity would be destocked for final conditioning in fattening farms established in the basin. This system would increase greatly the annual production of the zone. First, the period necessary to bring an animal to maturity would be reduced from about seven years to four years. Second, the quality of the meat would be greatly improved, thus increasing its price while opening new and more profitable export markets.

(c) Rainfed agriculture could be improved only through enlarging individual land holdings accompanied by better mechanized methods of cultivation. This would have to be completed by a migration and resettlement programme both in those sylvo-pastoral areas where surface water could be dammed in sufficient amounts and in areas towards the river basin.

(d) A programme of re-afforestation could be started on a significant scale once the process of deterioration of the land had been stopped and the improved circumstances of the population allowed a start to be made on this aspect of regenerating the environment.

16. In short, the Senegal basin strategy will consist in using water development to effect a comprehensive programme of socio-economic structural change. In this changed structure, the river basin (where potential water supply is relatively abundant) will be associated as a production complex with the neighbouring, relatively arid, areas. In these neighbouring areas water shortage is such that the productive potential is limited. On the other hand, the very shortage of water would make it possible to use what water was available as an instrument to promote social development. This could be done by creating nodal points where social services could be established besides the organization of productive activities.

17. This possible pattern of development in the Senegal river basin has been described in some detail as an illustration of what could be done in the present state of knowledge. With the addition of further factual inputs and the necessary detailed adaptations, it could very well serve as a model for designing the long-term strategy for other areas in the zone. This would help to shorten the length of time needed for the feasibility and other preparatory studies and at the same time make it possible to go ahead quickly with deciding on the general mode of development and the institutions needed. Some of the early actual developments might well be realized even before all preinvestment studies for the programme were completed.

C. THE MAIN ELEMENTS IN A COMPREHENSIVE DEVELOPMENT PROGRAMME

18. This section indicates the principal elements which have to be combined in the sort of development programmes needed to work towards the long-term strategy. The space and time available permit no more than a brief account of each.

(1) Water

19. Three main categories of water resources should be distinguished - major river water, groundwater and local surface water.

20. River water, through regulation of the main Sudano-Sahelian rivers, could provide the main water input for agricultural production. With their flows regulated, navigation could be developed, or further developed, in important reaches of the rivers. The regulated rivers could also provide sources of hydro-electric power, which could constitute a vital input for industrial and mineral developments and in some cases also for irrigation pumping.

21. Groundwater, to be developed before the regulation of the rivers in the whole Sudano-Sahelian zone, and after that focussing on the sylvo-pastoral areas, could have a very strategic social function. Besides satisfying the drinking needs of the human and animal populations of the area, its location could serve to influence the pattern of movement of the nomadic population as well as serving as the base for stationing this population and their herds during the three last months of the dry seasons.

22. Local surface water, wherever it could be economically dammed, could perform the same function as groundwater. In some areas where the reserve was large enough, high yielding agriculture could be developed with a view to providing food as well as a complement of forage to those supplied by the agriculture of the river basins.

(2) Agriculture

23. Intensive, high-yielding, irrigated agriculture would be developed in the river basin first with a single cropping system (and wherever feasible with a double cropping system) before the regulation of the river. After that, development would concentrate on double cropping systems. This type of agriculture would also be applied in those sylvo-pastoral areas where the damming of rivers made it feasible.

24. The function of this intensive agriculture would be:

(a) to satisfy the food requirements of most of the Sudano-Sahelian zone;

(b) to provide the forage (through irrigated cultivation of fodder crops) necessary to supply the three months of transition necessary to feed the cattle herds of the sylvo-pastoral areas;

(c) to establish the fattening farms for the final conditioning of the animal output of the sylvo-pastoral areas;

(d) to develop some agricultural exports, in particular vegetables and fruits, for the counter-seasonal market of Europe and for the cereal deficits of neighbouring areas, especially those countries which produce coffee, cocoa and tropical timber;

(e) to provide a market for industries producing agricultural inputs and consumer goods;

(f) to provide the inputs for the development of agro-industries.

25. Extensive agriculture would be improved through extension of the cropped area and introduction of better and non-erosive methods in areas where rain is sufficient to sustain rainfed agriculture. This would be supplemented by a policy of migration and resettlement in areas of intensive agriculture in order to allow a rise in the income of the population engaged in extensive agriculture while preserving the land from erosion.

26. Livestock could be developed through better use of the natural pasture complemented by three months of store feeding during the dry season. During these months the animals would live on the forage produced by the irrigated intensive agriculture organized around the water points where the animals could also receive proper health care. Finally, the cycle of animal production would be completed by a stage of final intensification in fattening farms which would increase the quality of the output and allow the rationalization of the marketing system.

27. The function of the animal production would be:

(a) to supply (together with fishing activities) the protein needs of the population of the Sudano-Sahelian zone;

(b) to provide a dependable income to the nomadic population;

(c) to progressively transform the nomadic system into a semi-nomadic system with a base in one of the water points, thus allowing the provision of health and other social services to these populations at the same time as allowing a base for the education of the children;

(d) to develop a marketable surplus for export to other areas;

(e) to provide a market for consumer goods industries;

(f) to supply the inputs to meat-processing industries.

(3) Inland Fisheries

28. Inland fisheries provide a useful dietary supplement and a source of income for the people of the Sudano-Sahelian countries. The total annual

inland fishery catch is of the order of 260,000 tons (3) and worth $25-30 million. Leaving out the population with ready access to supplies of marine fish, the inland fisheries produce about 12 kg per person per year.

29. In a programme of development for the zone it would be important at least to preserve and if possible to increase the production of fish. There are here several factors to take into account, of which the most obvious are the relation between the present seasonal nature of the river regimes, the breeding cycles of the fish, and the availability in the river of food organisms for the fish. A major change in a river regime, such as would be caused by a regulatory barrage, is liable to upset the balance unless necessary precautions are taken. On the other hand, a large new man-made lake may provide an opportunity for greatly increased fish production.

(4) Minerals

30. Mineral development is already of some limited importance in the zone, with uranium being mined in Niger and phosphate in Senegal (4). In addition, there are known deposits of manganese ore, bauxite and limestone, and indications of several other ores. Besides examining the feasibility of exploiting known deposits it will be necessary to pursue further mineral survey, including hydrocarbon exploration.

31. The potential importance of further mineral development is not only in its immediate income-generation effects. It can also be valuable in covering the main cost of infrastructures which then facilitate the development of e.g. agriculture, livestock or manufacturing industry, or which contribute directly to the social aspects of development. This is particularly likely to be the case with transport in that in present circumstances the market for any large mineral deposit is likely to be outside the zone. Thus, mineral developments will usually call for major transport developments too, and the new transport facilities may serve many other purposes.

(5) Industries

32. Of the six countries the most developed industrially is Senegal. In fact, Dakar is the major industrial concentration of the whole zone, though there is a certain amount of manufacture in all the countries. Industrial development has potentially a significant role to play in the co-ordinated development of the zone. Apart from its traditional roles of acting as a focal point for "modern" development and technology, and hopefully of reducing the import bill, industry may provide part of the power market to absorb the electric power from a multi-purpose river development. It may also help to absorb some of the rural population into employment.

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(3) Senegal has a large marine fishing operation, partly industrialized and partly artisanal, and Mauritania has a small amount of marine fishing. Together, these two countries' marine fisheries produce as much tonnage as the combined total of the inland fisheries of all the six countries.

(4) There are, of course, also a large iron ore mine and a copper mine in Mauritania, but they are far from the Senegal basin and each already has its transport to the coast.

33. The effects of industrial development, however, may not necessarily be all positive in the present context. Much modern industry needs a good deal of water. Often the water is absorbed or dissipated as steam only to a limited extent during the production process so that the net quantity used is small. But in some processes the waste water is chemically polluted in a way which requires it to be treated before it is fit either for human consumption or for irrigation - the latter being sometimes prohibitively expensive. This sort of chemical pollution is particularly likely with heavy industries such as those associated with beneficiation or reduction of mineral ores. The advantages of the industrial production have to be set against the opportunity costs implicit in the use of the water and the cash costs of water treatment (5). This, of course, does not imply that industrial development should not be encouraged but just that, with certain types of water-using and waste-producing industries, it is wise to examine the effects of the water supply.

(6) Transport

34. For the development of the Sudano-Sahelian zone, transport is at present a major constraint. The zone measures over 4,000 km from east to west; most of the 24 million people live along the axis running through Bamako, Ouagadougou, Niamey and Fort Lamy and are some 800 km from the coast.

35. In this vast area there are main railways from Dakar to Bamako and from Abidjan to Ouagadougou, while Fort Lamy is only 200 km from the Nigerian railway terminal at Maiduguri. Some reaches of the Niger and the Senegal Rivers are used for water transport. There is a limited network of main roads. The transport facilities as a whole are quite inadequate to support a major development programme.

36. It will be necessary to conceive of a long-term transport programme in which each unit of investment serves as many development objectives as possible.

(7) Energy

37. An essential complement to the development of the economy will be the increasing use of energy - both in the form of electricity and in other forms. At present, firewood plus imported hydrocarbon fuels provide the main energy sources. There could be much advantage in having a general energy policy which would take into account not only these sources but also the possibilities of hydro-power, of solar energy, and, in the Neresti mountains, of geothermal energy.

(8) Population, Migration and Settlement

38. Demographic statistics (and indeed statistics in general) for the zone are very limited. Much more data are needed about the composition and trends of the population about its migratory movements. With only about 23 million people, the zone as a whole is not overpopulated, at least by comparison with many parts of Africa. On the other hand, it is clear that the zone faces a problem of disequilibrium between population and physical measures. The

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(5) To be precise, the net cash costs, as the process of treatment may recover some chemicals with a market value.

disequilibrium arises in terms both of space (the more populous regions are not always the more productive) and of time (in addition to the recurrent cycles of drought, there is almost every year a three-month period, before the rainy seasons and the harvest, during which life is difficult and resources are particularly scarce).

39. In the past this disequilibrium was somewhat overcome by shifting agriculture on the one hand and by periodical utilization as grazing land of cultivated areas by the transhument cattle raisers on the other hand. The long-term trend, however, has been to worsen this disequilibrium. Since the best lands or the irrigated areas have been devoted mostly to cash crops, production of staple foods by traditional and extensive methods has tended a push northwards into areas where rainfall is under 300 mm per year. Not only is the production of staple foods in these dry areas itself a very hazardous operation, but also it has caused a reduction in the lands available for pasture. With the lands available diminished, the range has become overstocked, resulting in erosion and desertification. This long-term trend has been dramatically highlighted by the drought of recent years.

40. Besides the erosion and desertification, another consequence is that sizable segments of population are obliged to emigrate since there is no more room for them to maintain themselves on the land in these areas. The areas become depressed, and moreoever they are areas where health and educational facilities are particularly scarce. Thus, young men, most of the time uneducated and unskilled, move into the cities of their countries or into those of neighbouring countries, in search for jobs. Some of them subsequently return to their rural communities, but many remain in the towns. Of those who remain, some would prefer to return but lack the means to re-establish themselves in their home areas. Others prefer to stay in any case, but even of these some eke out only a marginal existence in the towns.

41. In UN/ESA's opinion, the limited success achieved by resettlement schemes in similar conditions (in Africa and the Middle East) has been mainly due to three factors:

(a) The first factor is the lack of an overall strategy for water and land utilization, thus leading to unco-ordinated and isolated operations.

(b) The second factor is sociological: to upset and transfer social groups artificially and in an authoritarian way can only lead to failure. Motivations, education, proper socio and economic environment are to be worked out before embarking on such a task, which is nevertheless necessary in the medium and long term for re-establishing the correct equilibrium between resources and population.

(c) The third factor is material constraints, such as unhealthy areas which are potentially productive but now plagued by diseases like onchocerciasis, bilharziasis and sleeping sickness.

42. It is only by attacking simultaneously the three above factors that one can progressively discourage haphazard migration and succeed in settling some segments of population in new areas.

(9) Health and Nutrition

43. If considerable progress has been made in the health sector as regards eradication of malaria or in fighting major endemic diseases, little has been done so far against onchocerciasis, bilharziasis or sleeping sickness. As long as onchocerciasis is not eradicated the cultivation of potentially rich valleys is made impossible. Bilharziasis, if nothing is done to prevent it, will develop with the extension of irrigation.

44. Health progress to be durable should not be limited to massive campaigns against specific diseases. It should include nutritional education and mother and child care within the framework of a health education system and provide an adequate minimum of means and medicines.

(10) Building and Reinforcing Development Institutions

45. The strategy outlined above is to bring about the necessary social and economic structural changes through the modification of the basic physical factor which influences the environment. The purpose of these changes is to achieve a social organization consistent with the overall objectives of production, of income dependability, of income distribution, and of growth. This calls for a well thought out and comprehensive approach to education, training, technology transfer and development administration, supported by an adequate structure of development institutions.

46. An evaluation of past development experience and of the results of current operations could be valuable when first framing the new development institutions. Subsequently the whole set of institutions and the related methodology would have to be reviewed and if necessary modified as development proceeded.

D. SPECIFIC ACTIONS NEEDED TO MAKE A START

47. Three broad areas of action can be distinguished: (1) action at the level of government policy; (2) administrative and technical; and (3) investigative.

(1) Action at the Level of Government Policy

48. A prerequisite to effective programmes would be some degree of intercountry co-operation - both between the Sudano-Sahelian countries and between them and neighbouring countries to the south. Nature's boundaries in West Africa are not the same as man's political bounderies. A jointly conceived strategy, properly co-ordinated programmes, and in some cases jointly implemented programmes would offer a far greater chance of success, at lower cost and quicker, than a series of unrelated separate programmes.

49. Considerable progress has already been made in connexion with economic co-operation between West African countries. A joint organization (the OMVS)

is responsible for studying the integrated development of the Senegal river basin. Niger, Mali and Upper Volta are associated with the development of the Liptako Gourma area. The UN Economic Commission for Africa has encouraged inter-country co-operation for trade and other purposes, and a further fillip will be given to this by the UN Development Advisory Team, or Teams, being established in the zone.

50. In effect, there would be three categories of programmes or projects: (a) national (primarily affecting only one country); (b) zonal (affecting or calling for the collaboration of all or nearly all the countries); (c) river basin (affecting two or more countries with interests in a river basin, including countries to the south of the zone).

51. In some cases, such as river regulation or the transport of minerals to port (typically in category (c) above), such co-operation would be essential. In others, such as industrial development or scientific research (which might well be in category (b)), co-operation would be highly advantageous but might not be strictly essential.

52. Once a framework of international co-operation was established, it would become possible to agree on the main outlines of a strategy. The individual countries could then draw up their programmes to be consistent with the strategy. At this national level a significant step would be the incorporation of these programmes in new or revised development plans.

(2) Administrative and Technical Action

53. The establishment of adequate governmental administrative and technical services to support the development would be essential. This does not necessarily imply an elaborate and expensive bureaucracy. Nor does it necessarily mean just the expansion of the existing machinery for, for example, agricultural extension or rural health.

54. What would be necessary would be (a) an appraisal of the key points at which official support, expertise and guidance were required, (b) a realistic estimate of the numbers of people of the different skills and levels who would be needed, (c) training programmes designed to produce the requisite numbers with the skills and the motivation, and (d) the deployment of the trained staff with sufficient logistical resources to enable them to operate effectively. These requirements would apply whatever the field of activity.

(3) Investigative Action

55. As indicated in paragraph 5 above, sufficient is already known about the nature of the Sudano-Sahelian zone's problems, and about the technical possibilities, to perceive the general lines of a solution. In the case of the Senegal river basin, sufficient detailed data is now available to go a long way in preparing a specific medium-term programme. For the other areas, there is in general more to be learnt before detailed programmes can be drawn up; even here, however, enough is already known to make a start in some fields.

56. The investigative work still to do ranges from the long-term scientific and technical (including climatology, rain-making, solar energy, desertification, and rainfed agriculture and animal husbandry in semi-arid conditions)

to the socio-economic. In the latter category an important subject for study is the whole complex of nomadism, transhumence, migration and settlement. In all these fields there is likely to be much to be learnt from work already going on in other countries. In support of the investigative work, and indeed of the whole planning of the development. it would be very useful to improve the demographic, economic and social statistics.

E. THE EXTERNAL TECHNICAL ASSISTANCE WHICH WOULD BE NEEDED

57. To establish and agree the long-term strategy and to set the medium-term programmes going for this vast area of land would be very major tasks. Great efforts would be needed over many years in planning and programming, organizing, managing, training and research. It is clear that the Governments and peoples will need a good deal of external technical support. The most important fields in which this assistance is likely to be needed appear to be the following:

(1) General

- (i) establishing a comprehensive development strategy and programmes
- (ii) integrated river basin development
- (iii) public administration and management
- (iv) social structure, social development, popular participation and land tenure
- (v) demography and statistics

(2) Sectoral, scientific and technical

- (vi) climatology
- (vii) river regimes and regulation
- (viii) groundwater location and exploitation
- (ix) surface water control and storage
- (x) energy needs, including electric power generation
- (xi) agriculture and livestock development - varieties, inputs, methods, marketing, co-operatives
- (xii) forestry and windbreaks
- (xiii) fisheries - preservation and adaptation of existing fisheries, and exploitation of new possibilities
- (xiv) mineral survey (including hydrocarbons) and mining development

(xv) industrial development

(xvi) transport planning

(xvii) rural development, housing, etc.

(xviii) urban development - unemployment, housing, town planning, water, etc.

(xix) human resources planning, education and training

(xx) health services and epidemiology, with particular reference to water development

(xxi) nutrition and nutrition education

58. The expertise available in the various divisions of UN/ESA would be able to cover wholly or partly a considerable number of these fields. In some cases the division concerned already has a good deal of knowledge of the zone and could go into action quickly. Specifically, of the general subjects, UN/ESA could cover all aspects of (i), (iii) and (v) and part of (ii) and (iv). Of the sectoral, scientific and technical subjects, it could cover all of (vii), (viii), (ix), (x) and (xiv) and part of (xvi), (xvii) and (xviii). The balance of subjects not covered fall in the fields of competence of WMO, FAO, ILO, UNIDO, UNESCO and WHO.

NEEDS FOR DEMOGRAPHIC, SOCIAL AND ECONOMIC STATISTICS IN THE MEDIUM-TERM AND LONG-TERM DEVELOPMENT PROGRAMME OF THE SUDANO-SAHELIAN ZONE OF WEST AFRICA

(A note submitted by the Statistical Office, UN/ESA)

Demographic statistics

1. The needs for demographic data in terms of the development programme envisaged for the Sudano-Sahelian Zone fall into two categories: (a) those data needed to solve problems of some immediacy, e.g. the supply of goods and services (food, medicine, clothing and shelter), and the provision of the minimum elements enabling displaced persons to earn a livelihood on a very short-term basis; and (b) those data for long-term development planning.

2. In many respects, the demographic data needed for short-term planning are precisely those required for long-term planning. However, for short-term planning needs, less rigid procedures may be instituted to expedite the collection of data. Data could be gathered expeditiously by making spot checks (spot surveys as opposed to sample surveys). Aerial photography and satellite photo-mapping techniques might be used to identify critical areas.

3. It is recommended that the following steps be taken in addition to those mentioned in paragraph 2 in composing a statistical picture of the region with respect to demographic data. All the existing population statistics from the six countries (Chad, Mali, Mauritania, Niger, Senegal and Upper Volta) should be assembled. This should be compared with the list of data needed. The purpose of such a comparison would be to identify areas of missing or incomplete data, i.e. in essence - a coverage check.

4. It is necessary, first, to determine how many people (by age and sex) are in each locality, and second, how many of these are in some place other than their usual place (or, in the case of nomads, region) of residence. Also useful would be data concerning the different sources of emotional support for migrants, e.g. the number who are by themselves, or with a nuclear family, or with tribal or communal group of some sort. Data enabling a comparison between present economic activity and previous economic activity would be most useful. Other useful data would relate to fertility levels and trends and those elements of social environment presumed to be causally related to fertility.

5. In the longer term it is suggested that arrangements be made to promote co-ordinated population census efforts. A beginning has been made in this direction insofar as projects of assistance have already been approved for Mali, Mauritania, Niger and Senegal, and are expected to be approved shortly for Chad and Upper Volta. In this connexion, a proposal has been made by the Governments of Mali, Niger and Upper Volta - the Liptako-Gourma project. In collaboration with the Economic Commission for Africa, this subregional programme of census co-ordination will provide for uniform questionnaires, tabulation programmes, etc. It would be most advantageous to extend this programme to include all the countries of the Zone. Such a co-ordinated population census effort, supplemented by periodic sample surveys, would

ensure the continuous flow of population data vital to development programmes in the Zone.

Statistics of health and nutrition

6. Information on the state of health of the population and the level of nutrition are essential in the medium-term and long-term development programme of the Zone. Data need to be collected on well recognized states of ill health, chronic disabilities and deaths. In addition to data on health and nutrition, statistical information is required in terms of the demand for and the supply of health and related facilities.

7. In the medium-term development of the Zone, planning would need to concentrate on the current health conditions of the population, health and related personnel, and facilities available. Information on the state of health of the population is available for the six countries of the Zone in terms of the series: (a) annual figures of various diseases, and (b) seasonal distribution of various diseases. It should be noted that at present no statistics appear to exist for onchoceriasis, bilharziasis (two varieties found in Africa - manson and vesical), and sleeping sickness; the eradication of these three diseases is considered essential for the development of agricultural resources. Efforts should therefore continue on the collection of statistics on the two series mentioned. Case studies or spot surveys may need to be conducted in regard to onchoceriasis, bilharziasis, and sleeping sickness. Information on health and related personnel is available for the six countries of the Zone in terms of the following series: (a) the number of medical and related health personnel by occupation, (b) the number of physicians per 10,000 population, (c) the number of dentists per 10,000 population, (d) the number of pharmacists per 10,000 population, and (e) the number of nursing and midwifery personnel per 10,000 population. Information concerning hospitals is available for the six countries of the Zone in terms of the following series: (a) the number of hospitals, (b) the number of hospital beds, (c) patient days, (d) type of administration, and (e) the population/bed ratio. It would be advantageous if these statistics on health and related personnel and hospitals continue to be collected by the authorities concerned.

8. A comprehensive picture of the food supply of the Zone is essential in determining the policies to be followed to ensure that adequate nutritional requirements are met. Such information is also needed to establish a rational food import policy. Food balance sheets are available for the six countries, containing information in terms of the following series: (a) total supply of eight basic food types,* (b) domestic production of these foods as a percentage of total supply, (c) net food supplies per capita, (d) per capita daily calorie consumption, and (e) per capita daily protein consumption. Such information is integrally related to health and agricultural policy. The continued collection of the five series is an essential minimum to provide the necessary policy basis in the medium term.

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* The eight basic food types are: (1) wheat and rye, (2) rice, (3) other cereals, (4) potatoes, (5) sugar and sweets, (6) pulses, nuts and seeds, (7) meat, and (8) fats and oils.

9. In the long-term development of the Zone, planning will need to focus on further study of the incidence of diseases, and the availability of specialized medical resources. It will be necessary to collect data concerning the following series: (a) diseases by sex/age distribution, (b) the number of medical assistants per 10,000 population, (c) admissions or discharges from hospitals, and (d) the bed occupancy rate. Further detail is required concerning hospital utilization with respect to general hospitals, local and rural hospitals, medical and maternity centres, maternity hospitals, tuberculosis hospitals, and mental institutions. Four series are of interest with respect to each of these facilities: (a) beds per 10,000 population, (b) admissions, (c) the bed occupancy rate, and (d) the average length of stay. Efforts should be extended to collect information on these areas essential to long-term development needs of the Zone.

Agricultural statistics

10. In the countries of the Sudano-Sahelian Zone, where agriculture accounts for a substantial portion of gross domestic product, it is essential that efforts be directed towards increasing the efficiency of agricultural activities. Data are needed on the state of and trends in agriculture and the su supply and disposition of agricultural commodities. Such data would be invaluable in the formulation and execution of economic policy concerning domestic as well as international trade in this sphere.

11. In the medium-term development plan of the Zone, statistics concerning the resources for agriculture and their allocation as well as the output of the agricultural sector play an important role. Data on the resources for agriculture and their allocation are available for the six countries of the Zone in terms of the following series: (a) total area and land area, (b) total agricultural area by type of land, (c) total forest land, (d) agricultural population, (e) percentage of total population originating in agriculture, (f) economically active population in agriculture, and (g) percentage of total economically active population originating in agriculture. Information on the output of the agricultural sector is available for the six countries in terms of the following series: (a) area, production and yield of major agricultural crops, (b) production of livestock, (c) production of meat, (d) number of animals slaughtered, (e) total production of milk, (f) production of hen eggs, and (g) net food supply per capita (quantity, calories, proteins, and fats). Efforts should be made to continue to collect these statistics which form the data base for agricultural policy in the Zone.

12. In the long-term development plan of the Zone further attention needs to be paid to information on the nature of agricultural production as well as the output of the agricultural sector. Data on the nature of the agricultural processes should be collected in terms of the following series: (a) total irrigated land per 1,000 hectares, (b) number and area of agricultural holdings, (c) production of commercial nitrogenous fertilizers, (d) consumption of commercial nitrogenous fertilizers, (e) production of commercial phosphate fertilizers, (f) consumption of commercial phosphate fertilizers, (g) consumption of commercial potash fertilizers, (h) prices of fertilizers, and (i) index numbers of retail prices of food and cost of living. The authorities should be encouraged to collect such statistics essential to the long-term development programme.

Industrial statistics

13. Statistical data on the state of and trends in industrial production are needed in the successful implementation of economic policy. At the present time no one series is available for all six countries of the Zone. Industrial production indices, statistics concerning industrial production by product type, and statistics concerning production by industrial category are available only on a selective basis.

14. To formulate plans to promote long-term industrial development of the Zone, the following types of statistical information are required: (a) the structure of production, e.g. distribution of value-added and employment by kind of economic activity, size, type of ownership and mode of operation of producing units, and (b) price and quantity data. An effort needs to be made to collect such statistics.

Labour statistics

15. Little data are found concerning labour statistics for the six countries of the Zone. Selective data for one or two countries are available in terms of the series of total and economically active population by sex and age group, and the general level of unemployment. Authorities should be encouraged to collect statistical data in this field to form the basis of employment policies in the Zone.

SOCIAL ASPECTS OF THE DEVELOPMENT OF THE SUDANO-SAHELIAN ZONE

(Note by Social Development Division, UN/ESA)

1. An integrated approach to the solution of the problems facing the Sahelian Zone is indispensable. We are in full agreement with the views expressed regarding the need to give careful consideration to the far-reaching social and economic implications of any action proposed. Although at this stage we do not envisage the establishment of a specific project aimed at meeting the socio-cultural needs of affected populations, we would urge that social scientists-sociologists, anthorpologists, community development experts, etc. be part of any mission or project established, either mid-term or long-term, in order to maintain a balance between socio-cultural and productivity considerations.

2. The strategy formulated for development of this region would need to give equal consideration to balanced socio-economic growth and to structural transformations necessary to sustain harmonious, long-term development through modification of the physical-environmental interface. The purpose of these changes is to promote a social organization consistent with the overall objectives of higher productivity, increased level of per capita income and equitable distribution of fruits of development.

3. Such a purpose requires that an integrated approach to development be adopted in which socio-cultural sectors, including health services, applied nutrition programmes, social welfare, education, training and popular institutions are supported by an organizational infrastructure equal to that accorded the economic sectors. Particular emphasis should be directed to the implementation of integrated strategies within the local community context, and to realize maximum impact from this emphasis, the possibilities of utilizing mobile training services and community development techniques should be explored.

4. Of course, prior to formulation of innovative approaches to developing local and intermediate institutions, a detailed analysis of past developmental experiences and of current Sahelian operations should be undertaken. With baselines so delineated, the impact of new institutional arrangements could be systematically evaluated through the life cycle of United Nations assistance to the Sahelian Zone with a view to their contribution to realizing integrated socio-economic development.

5. The transformation from nomadic to settled societies will require the development of community cohesiveness, local leadership and popular institutions, as well as facilitation of cultural adjustments needed during the period of social transformation. To transfer established social groups in an artificial and authoritarian way can lead to failure. Community and individual motivations, education and proper social and economic environment should be carefully worked out before embarking on such a complex task, which is inevitable in the medium and long term for establishing equilibrium between population resources and environment. The experience gained through our involvement in such settlement and community development projects,

particularly those in the Middle East and North Africa, may well serve as a useful guide to other countries undergoing similar social transformation.

6. At the present time there are in the area a few UN-assisted projects, within the substantive responsibility of this Division which have some relationship to the present problem.

(a) Through one project in Niger we have for several years provided the services of an Expert in Research in cultural sociology. This expert has been attached to the Centre Nigérien de Recherches en Sciences Humaines (CNRSH). His duties included undertaking applied social research to assist the Government in its development planning.

(b) Niger has also been receiving United Nations assistance to an area development project, focussing on the attainment of social objectives and development. This project has been in existence since 1970 and is now being expanded to cover other areas of the country. A relevant working relationship could be established with this project in such areas as applied research and in-service training.

(c) In addition, there is the project on Rural Development-Sedentarization of Nomads, financed by the Regular Programme, the aims of which should be closely co-ordinated with the larger problem of the area.

7. When a suitable project is established, we are prepared to assist in the recruitment of the experts referred to in paragraph 1 and could suggest several possible sources for immediate recruitment of relevant expertise. In view of the unique situation in the Sahelian Zone, it probably would not be possible to find individual experts who have the range and depth of experiences in dealing exactly with the type of problems being faced. Nevertheless, experts who have demonstrated knowledge and abilities in such UN-assisted programmes as the resettlement of Nubians in the Nile Valley, the establishment of communities in newly irrigated desert lands, and research in and formulation of programme for improvement in deteriorated areas caused by soil erosion could all make useful contribution in the Sahelian situation. For example, in connexion with Project Egypt 71, Integrated Development and Settlement of New Lands Irrigated by the High Dam Waters, we have been in contact with several Egyptian nationals who would be very well qualified for this kind of assignment. The experts working in the regional development project in Niger and some of the other candidates whom we are considering for other posts in the project, as well as the expert on cultural sociology mentioned above.

8. As part of its Research and Training Programme on Regional Development, the Social Development Division maintains a Documentation and Information Service on this subject, for which we have established a network for documentary exchange with over 400 points of contact. We offer these facilities of this network to the clearing house functions which we understand are to be established in connexion with the development of the Sahelian Zone. If it is considered desirable, we are prepared to support the Sahelian Zone development through selective dissemination of information on major problem areas.

Another source of information is the Centre Nigérien de Recherches en Sciences Humaines referred to in paragraph 2. Conversely, we believe that the plans formulated and conclusions reached regarding the six countries of the Sahelian Zone suffering from the present emergency would be relevant on a larger scale to other countries where similar problems may be found.

WATER SUPPLY FROM LARGE RIVERS INTO THE SAHELIAN ZONE

(Note by the Resources and Transport Division, UN/ESA)

I. General

1. Catastrophic droughts periodically affect the Sahelian zone which constitutes a 200-mile fringe south of the Sahara. The last three years have been particularly critical and the present situation approaches the disaster point. This region is characteristically inhabited by migrating populations who practise extensive cattle breeding. While relatively small displacements of people and herds are necessary during favourable years to find water and grass, long drives towards the south occurred during the last three years creating social and political problems.

2. Meteorological and hydrological records available over long periods for a few stations clearly show that the present situation is not a new and isolated case. In the past, catastrophic droughts regularly occurred. Actual regular cycles of dry and wet periods have not been assessed. In fact, unfavourable situations recur after periods of 8 to 12 years. It also appears that over the long term - a century or more - a southward penetration of the desert has been occurring, as demonstrated by numerous prehistoric vestiges in the Sahara, the Tibesti and the Ennedi. Populations now living in these areas are very scarce and survive thanks to special adaptation.

3. In contrast, the population in the Sahelian zone is considerable and has had some opportunity for development during the last 15 years owing to the progress of sanitation - both for humans and animals - and favourable climatic conditions due to an exceptionally long wet period. (A good test of this situation was the high level of all great lakes during the period.) In some places people are starting to become sedentary, therefore making the sudden drought even more disastrous.

4. Large rivers coming from the south, such as the Senegal, Niger, Chari and Logone and Nile, play a definite role in the survival of humans and animals in the Sahelian zone during the dry season. During the dry season the bulk of the population concentrated along the large rivers where they found water for drinking, established small scale irrigation plots, as well as excellent pastures for cattle. The situation has evolved somewhat during the past years, owing to improved well-digging techniques. The provision of water using deep wells is relatively new and was previously only practised in the desert areas. However, the major part of the population still remains assembled along large river courses.

5. For the very long rivers like the Niger and the Nile, the flood initiating in the upper basin reaches the middle course after a considerable delay and, in fact, well into the dry season. However, generally the delay is not as long and there is coincidence between the low flow discharge and the most critical water supply period of the year. During normal years the discharge of the large rivers is sufficient to satisfy basic water needs. Average low water discharges are of the order of magnitude of 60 m^3 for the Senegal, 30 to 50 for the Niger, 50 for the Chari, and higher for the Nile which is regulated by Lake Victoria. This year the low flow discharge has been so scanty that a complete dry-up of the river has not been precluded.

6. Water supply during the low-water period is the most striking benefit of the large rivers penetrating the Sahelian zone. Other advantages are the possibility of after-flood cultivation in the river bed of rice and sorgho, pastures in inundated plains, fishing and feeding of the groundwater tables - at least in some areas. On the other hand, uncontrolled floods have adverse effects. Irrigation schemes for agriculture cannot be developed without costly protection embankments. Also the widespread inundated plains result in considerable water losses through evaporation.

7. The benefits from regulating the discharges of the large rivers have been known for a long time. The present catastrophic situation and the fact that it may still deteriorate in the future as a result of the increasing number of consumers - population, cattle and irrigated cultures - makes this regulation a matter of high priority.

8. The United Nations has a special vocation and experience in water resources development planning and establishment of river basin master plans. More specifically, the United Nations has already been involved in projects for the regulation of the above five large rivers, and has long ago recommended the construction of large-capacity dams for the purpose of regulation. The United Nations has carried out projects for the regularization of the Upper Senegal River, the regularization of the Upper Niger (Selingue Dam on the Sankarani), the regularization of the Logone River and the study of the Kagera river basin which is, in fact, the head of the Nile River. New projects are planned on the Niger, the Logone and the Volta River. More details are given hereunder.

9. The problem of the regulation of large rivers involves many considerations.

(a) The establishment of a large storage reservoir will drastically change the ecological conditions along the river course downstream from it and in the reservoir area itself. One may, therefore, expect some resistance on behalf of conservatives. In fact, the operation of the dam may be carefully planned to manage adequate steps of development. For instance, in a first phase, the after-flood cultivation and pasture in the river bed will be preserved and dramatic changes from the pre-existing situations will be avoided. Step by step the project will evolve towards modern agriculture and cattle breeding.

(b) A big dam is a very expensive structure and can be repaid only if substantial benefits result from its construction. Therefore the dam will be considered not only for regulation purposes but at the same time for power production, large agricultural schemes, irrigation, and eventually navigation. Briefly, the dam will be the opportunity for an integrated development of the whole valley. As a result the already expensive dam will have to be linked with additional investments which represent still larger expenses. This is a national option with long-term implications for the economy and the politics of the country.

II. Senegal River

10. The dam planned on the Bafing River, a main tributary of the Senegal, at Manentali in the Republic of Mali, would provide a reservoir of 12 billion cubic meters, and would allow the regulation of the Senegal River flow up to a minimum of 300 m^3. However, the regulation would be less during the first stage in order to manage artificial floods for after-flood cultivation.

11. The technical feasibility of the dam has been proved by two UNDP projects executed by the United Nations. The site of Manentali has been chosen after careful selection. Two promising sites, Gouina and Galougo, located on the main stream have been discarded because of the high costs of the relocation of the town of Bafoulabe and of the railway situated in the reservoir area. The benefits of the regulation have been indicated by other UNDP projects: up to 330,000 hectares could be irrigated, 100 MW can be provided at the Manentali hydropower scheme.

An interesting feature which has not yet been sufficiently stressed would be a possible partial flow diversion into Mauritania of the lower part of the river.

12. The project is of interest to three countries - Mali, Senegal and Mauritania - which are associated in the OMVS organization.

III. Niger River

13. The regulation of the Upper Niger flow in Mali will be provided by the Selingue Dam construction on a tributary of the Niger, the Sankarani. The reservoir will have a capacity of 2 billion cubic meters. The regulation will remedy a very critical situation during dry years (as has been the case for the last three years) and maintain a flow of more than 50 m^3 in the upper course of the Niger. Thanks to a UNDP project executed by the United Nations, a pre-feasibility study of the dam has been done. Financing is now seriously envisaged by the European Community.

14. The benefits of the construction would be the irrigation of 40,000 hectares, ensuring in addition the permanent supply of the large scheme of the "Office du Niger".

15. The installed capacity at the dam-site would be 40 MW, which will be required for the supply of Bamako from 1985 on. The regulation would also increase the production of other hydropower schemes situated downstream from Selingue - in particular Sotuba, and in the future Kenie.

16. A considerable advantage of the regulation which cannot be calculated is again the provision of water into the Sahelian zone at the most critical time of the year. The large loop which the Niger River course makes to the north, "la boucle du Niger", is an internal delta where the river is diversified into a complicated network of lakes and branches extending downstream to the Tossaye sill, a natural rocky dam. During the flood period this region is almost completely submerged. During the low flow and after drying up by drainage and evaporation, large pastures remain which are the summer rendezvous of numerous migrating populations and herds. In addition to cattle breeding, a main resource of the region is fishing.

17. The dam at Selingue will not be large enough to reduce the flood significantly and, therefore, will not impede the profitable inundation of the delta. But it will considerably increase the low flow discharge, thus providing the necessary water supply which has been missing these past years.

18. Downstream from Tossaye problems are different. As already stressed, the flood peak is considerably delayed and arrives in Niamey only in March, in the middle of the dry season.

19. A project has been requested by the governments of Mali, Niger and Upper Volta on this part of the Niger River course - the study of the development of the Liptako-Burma region. More specifically, as far as the Niger is concerned a dam at the Tossaye sill would be studied. Its hydroelectric production could be used for treatment of minerals existing in this sector (manganese).

IV. The Volta Rivers

20. Only the Black Volta belongs to the category of large rivers flowing from south to north into the Sahelian zone. The other branches, the Red and the White Volta, flow southward and have reduced discharges due to their feeding in a low rainfall and runoff zone.

21. A project has been suggested by the United Nations for the study of the overall water resources development in the Upper Volta and for an integrated development study of the three Volta rivers for the water supply of Ouagadougou, irrigation, and eventually power production.

22. In addition, the Volta River basin should be studied under a regional project which has also been suggested by the United Nations.

V. The Logone and the Chari Rivers

23. These two rivers are most interesting examples of large rivers fed in the Guinean and Soudanese zones and bringing life into the Sahelian zone at the fringe of the desert. After their confluence at Fort-Lamy, they flow into Lake Chad, the waters of which are fresh and may be used for water supply and irrigation.

24. The Logone River flows within a most populated area (this is not the case for the Chari, which was in the past a no-man land border between two races and remains underpopulated). Over a distance of 300 km, the Logone and Chari meander in a sequence of internal deltas, vestiges of higher levels of the Lake Chad waters. These plains are inundated in the flood season and offer satisfactory pastures during dry months. On the other hand the almost complete breakdown of the hydrological network makes it difficult to reclaim these plains for irrigated cultivation without regulation of the flow. There is, therefore, a balance to determine between the conservation of favourable ecological conditions for fish reproduction and cattle breeding and the requirements for agricultural development.

25. Favourable dam-sites exist on the Wina River at Koumban and on the Pennde River at Gore - two main tributaries of the Logone. A reconnaissance study has been done of these sites, and a pre-feasibility study was completed through a UNDP project executed by the United Nations in 1968 to 1970.

26. The governments of Chad and Cameroun are now concerned with more sophisticated investigations of the problem, and a request is expected in the near future for a United Nations project on the feasibility of the two dams above.

27. An important result of the water storage in the reservoir of Koumban (4 billion cubic meters) and Gore (1 billion cubic meters) would be the reduction of the flood and consequently a decrease in the present evaporation losses in the inundated plains. Therefore, a significant increase of the Lake Chad supply might be expected.

28. A diversion of some flow could eventually allow power production at the Gauthiot Falls on the Mayo Kebi (20 MW).

VI. The Kagera and the Nile Rivers

29. The Nile River problem is mentioned here in the same spirit as the other large rivers above. We may point out that dry and wet year periods on these rivers of the tropical zone generally concur. It was possible to reconstitute the long-range discharges of the Niger and the Chari using the long series of records available on the Nile.

30. Presently the United Nations is the executing agency for the Kagera River development project, the main tributary of Lake Victoria, where the Nile originates.

VII. Conclusion

31. The studies which the United Nations is now envisaging in the Sahelian zone for surface water resources development include the following:

(1) Senegal River basin

Continuation of the flood forecasting and warning system of the Upper Senegal River basin, for the operation of the Manentali Dam (concerning Mali, Senegal and Mauritania).

(2) Volta River basin

(a) National project in the Republic of Upper Volta for the study of water

(b) Regional project for the overall development of the Volta River basin (concerning Upper Volta, Ghana, Togo and Ivory Coast) - cost $U.S.300,000.

(3) Niger

Regional project for the technical feasibility study of the dam at Tossaye within the framework of the Liptako Burma project (concerning Mali, Niger and Upper Volta) - cost $U.S.400,000.

(4) Logone

Regional project for the feasibility study of two dams at Koumban and Gore for the regulation of the Logone River floods (concerning Cameroun and Chad) - cost $U.S.600,000.

TRANSPORT DEVELOPMENT IN THE SUDANO-SAHELIAN COUNTRIES AND RELATED PROPOSALS FOR ASSISTANCE

(Note by the Resources and Transport Division, UN/ESA)

1. In considering the transport problems of the Sahelian Zone, the following features are significant: (a) generally flat terrain; (b) desert or semi-desert weather and soil conditions; (c) long distances from the sea; (d) sparse density of population; and (e) meagre and often disjointed inland transport lines. The economies, which had been growing at annual rates of 2-3 per cent, are generally at very low economic and technological levels. Of the six countries in the Zone, four are land-locked and are listed by the General Assembly among the least developed.

2. The recent drought has seriously damaged the economic strength and transport facilities of the Zone; apart from the direct effect of the weather, it has exerted a serious drain on the available labour and material supplies for transport routes. The problems of relief and rehabilitation add to the requirements for transport infrastructure to facilitate longer term economic and social growth. Thus, the assistance needed falls into three categories: the short term, the medium term, and the long term. The short-term measures are for meeting the needs for relief and rehabilitation, especially the movement and distribution of foodstuffs; the medium are for projects planned to be completed in two to four years; the long-term are those which should be extended beyond four years. The following proposals are made accordingly.

3. Inasmuch as the Sahelian Zone countries are all in the same Savannah and Sahara region, with similar terrain, soil, climate, and general economic and technical conditions, it is logical that a number of transport problems should be dealt with on a zonal basis. This is necessary, especially in view of the establishment of the West African Economic Community in 1971 by the seven countries, Dahomey, Ivory Coast, Mali, Mauritania, Niger, Senegal and Upper Volta. In some cases, such as the development of navigation on river systems that connect more than one country, and in others, such as road links, the common concern calls for concerted and co-ordinated action.

4. Proposals of Sub-regional Projects

In view of the large-scale nature of such projects, these are mostly for the long term. Whereas these are listed as sub-regional projects, to provide wider perspectives, some of them are also itemized as country projects.

A. Navigability and Port Studies on the Senegal River

This UNDP project (RE6-86), which started in 1967, has been completed. However, the larger part of the recommendations made by the United Nations experts and a consulting firm aiming at the better utilization of the Senegal River for water transport and the improvement of the port facilities at St. Louis and Kayes has not been implemented yet.

B. Niger River Navigation Improvement

The river is now navigable only for sections, and in most sections only seasonally. A preliminary study of the problems of the river for navigation purposes has been made. Further action for making feasibility and pre-investment studies is necessary on selected sections, especially in Mali and Niger.*

C. Extension of the Trans-Saharan Road Network

The present project of feasibility and engineering studies covers routes from In Salah to Tamanrasset and to Gao and Arlit. In view of the long-term needs of the Sahelian states, consideration may be given to extend the network:

(1) to Niamey by road from Gao to Labbenzenga through Asongo

(2) to Bamako by Gao-Mopti road

(3) to Tambao (Upper Volta) from Gao

Such extensions would provide links from the Mediterranean to the Gulf of Guinea in the Atlantic.

D. Links to the Trans-African Highways

From Chad to the Cameroun and Nigeria, a road link to the projected Trans-African Highway would be of great benefit to Chad, a country severely handicapped by difficulties of transportation.

E. Lake Chad and the Chari and the Lagone

A link from the Lagone to Mayo Kebbi river (tributary of Benue River) would provide a through waterway to Nigeria. A preliminary study seems necessary.

F. Multi-country Railways

(a) Route linking Sudan-Chad and Nigeria. This is an old proposal which may be studied in due course.

(b) Extension of the Kankau-Conakry Railway to Bamako

(c) Ouagadougou to Niamey; and to Tambao

(d) Rail link from Bamako to Kayes. Consideration may be given to these possibilities in due course as steps toward eventual establishment of an integrated African railway network.

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* For details of the two river project proposals, please see Appendix.

CHAD

5. The country is land-locked, with extensive distances between economic centres and to the sea. Lake Chad is open for navigation all year round but the two main rivers are navigable only seasonally. A ten-year plan, 1971-80 provides development of navigation and river facilities and boats.

Short Term

(a) Improvement of river boat and port facilities and navigation aids.

(b) Assistance to the Government for establishment of Transport Department.

Medium Term

(a) Feeder road extension in rural areas.

(b) Fort Lamy-Fort Archabault Road project (559 km) - presently dirt roads, not passable for period July-November.

(c) Fort Archabault-Lèrè Road Project - presently dirt road; washed away conditions; to be reconstructed. It handicaps cotton shipments.

(d) Abeche-Fort Lamy Road Project (813 km).

Long Term

(a) Development of navigation on the Lake Chad system.

(b) Railway links to Sudan and Nigeria.

(c) Extension and upgrading of major road lines

MALI

6. Mineral explorations under way; alternative routes to the sea are being developed.

Medium and Long Term

(a) Gao-Mopti Road, now earth track, to link the north, sparsely populated but rich in natural resources, to the densely populated south, and to link the Trans-Saharan Road to Bamako.

(b) Gao-Labbenzenga Road, to link Mali to Niger, and Niger to the Trans-Saharan Road.

(c) Gao-Tambao Road to link Upper Volta to the Trans-Saharan Road

(d) Rail link from Bamako to Kayes - Kayes-Dakar railway is in poor condition but under improvement, with IDA loan. The link would provide the country with a fast and large-scale access to the sea.

(e) Extension of Kankau-Conakry railway to Bamako - it would provide an alternative route to the sea.

(f) Improvement of the navigability on the Senegal River - the present project may be extended to include upper stream sections of the Senegal River beyond Kayes.

MAURITANIA

7. The northern part of the country has great mineral potentials, and the south is mainly agricultural and pastoral. Copper deposit is being exploited at Akjoujt in the central region. Iron ore is being mined at Zoutirat. A railroad was constructed in 1962 between the deposit and Nouadhibau.

8. There is need for an integrated transport network.

Short Term

Assistance for establishment of a Transport Department in the Government.

Long Term

Further Senegal River development (now under study between St. Louis and Kayes for improvement of navigation, crafts and transshipment links).

UPPER VOLTA

9. A project of study for improvement of the Abidjan-Ouagadougou Railway has been completed. Improvement of the railwey is to be implemented.

Short Term

Improvement of railway operation.

Medium Term

(a) Improvement of the physical equipment and facilities of the Abidjan-Ouagadougou Railway.

(b) Fada N'gourma-Niamey Road, now under study and partly under construction.

Long Term

(a) Railway extension to Tambao.

(b) Railway extension to Niamey.

NIGER

10. Medium and Long Term

(a) Road construction to link Niamey to the Trans-Saharan Road.

(b) Link to Upper Volta from Niamey by road and railroad.

APPENDIX

SHORT-TERM AND LONG-TERM WATERWAY TRANSPORTATION DEVELOPMENT PROJECTS IN THE SAHELIAN REGION

1. The Sahelian region has two major river systems, the Senegal River and the Niger River and their tributaries. The Senegal River is navigable throughout the year up to Kaedi for vessels of about 2.50 metres draught. Upstream to Bakel, navigation is possible only during periods of flood.

2. In a study made on the Senegal River, it was found that the construction of the Manantali hydroelectric project would regulate the flow (about 300 cubic metres per second) in the upper portion in such a way that navigation would be possible for vessels of 1.2 metres draught up to Bakel throughout the year. In order to develop the navigation to Kayes, additional reservoirs and flows would be required. The regulation of flow through construction of the Manantali Dam could be called an intermediate development plan for the navigation of the Senegal River, and would greatly improve navigation conditions.

3. There are no short-term development projects in inland waterway transportation except the use of very shallow draught barges. The dimensions of these are indicated with their carrying capacities in Annex I to this paper.

4. The Niger River is navigable in its lower portion, namely from the ocean port, Harcourt, to Yelwa. On this lower stretch of the Niger, navigation is possible for barges of up to 5-foot draught throughout the year. Upstream from Yelwa to Gaya, Niger navigation is possible only during the approximately 7-month period of high floods. Were there not the obstacle of the so-called Gaya-Malanville bridge, which incidentally could easily be modified to permit vessels to pass underneath, navigation to Niamey would be possible for the same period of 7 months when there are high floods. Upstream from Niamey, navigation would not be possible even during high floods unless the river were canalized. There exists a proposal that a dam be constructed at the place called Kandaggi, which would then permit navigation to Ankoun in Mali.

5. From Gao to Bamako there exists the possibility of year-round navigation but for very shallow draught vessels only. The most difficult section would appear to be from Ansongo to Gao which has rapids. These can be negotiated only with very shallow draught vessels during floods. On the Niger the short-term project could be considered the reconstruction of the Gaya-Malanville bridge in such a way that it would permit navigation to proceed to Niamey during the period of 6 to 7 months of flood. The long-term solution to the problem of sufficient flows can only be solved by the construction of reservoirs for storage of water during rainy seasons and the regulation of flow from these reservoirs during the dry low-water season.

6. Annex II of this paper shows average monthly discharges at respective points for the Niger and Senegal Rivers. The source of this information is the UNESCO studies and reports in hydrology.

7. The Senegal and Niger river basins have been studied in the past and documentation exists suggesting projects which would contribute to development of water resources and improve navigation conditions in these river systems. Among the documentation for the Senegal River, there was a separate study of navigation and ports. There was also a UNDP project for the development of hydropower in the upper portion of the Senegal river basin.

8. As regards the Niger River, the problems of the influence of projects in one section of the river upon other sections have been thoroughly investigated by ITALCONSULT in their report, "The Study of the Consequences which Projects Planned by the Governments of Riparian States may have on the Regime of the Niger River". This report was prepared at the request of the United Nations. The navigation study of the Niger River between Tossaye and Yelwa was prepared by NEDECO, The Netherlands Engineering Consultants, and discusses in great detail the problems of navigation on the Middle Niger.

9. The lower portion of the Niger River is navigable year round, as well as portion of its eastern tributary, the Benue River.

10. In view of the many complexities which are involved in problems connected with navigation on the Senegal and Niger Rivers, it is suggested that an interdisciplinary team of experts of the United Nations review the entire documentation of surface water resources in the area and undertake in due course a field mission in order to define in detail priority projects in connexion with water resources development schemes of which navigation and inland waterway transportation should be an integral part.

ANNEX I

BARGES FOR SHALLOW-DRAUGHT NAVIGATION

Barge capacity: 15 tons carrying capacity

Length	15.0 m
Breadth	3.8 m
Depth	0.8 m
Max. draught	0.3 m

Barge capacity: 30 tons carrying capacity

Length	18.0 m
Breadth	4.6 m
Depth	1.0 m
Max. draught	0.5 m

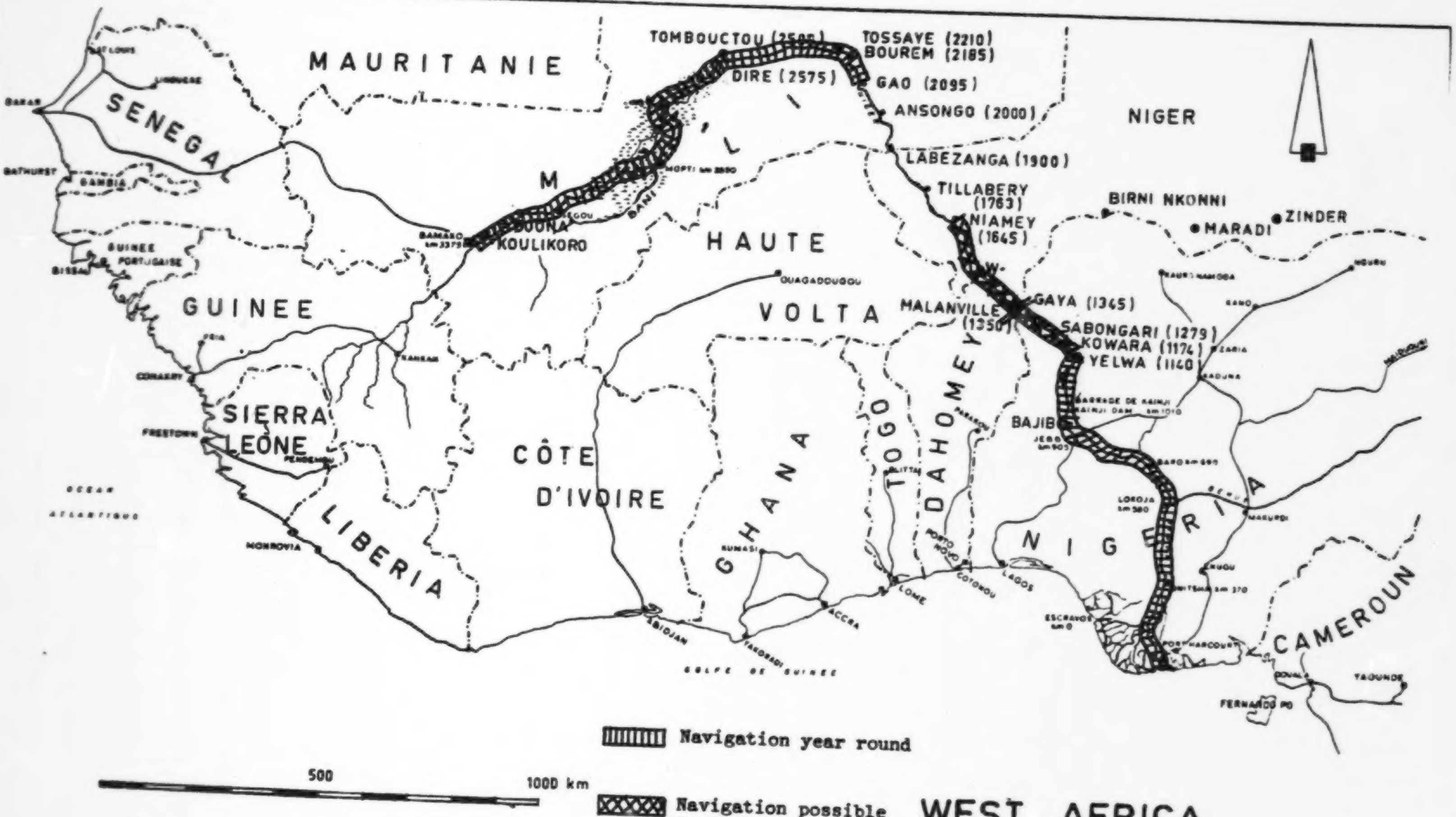
Barge capacity: 60 tons carrying capacity

Length	22.0 m
Breadth	5.5 m
Depth	1.2 m
Max. draught	0.6 m

Barge capacity: 150 tons carrying capacity

Length	35.0 m
Breadth	7.5 m
Depth	1.5 m
Max. draught	0.8 m

Index of the station Numéro d'identification de la station Indice de la estación Индекс станций	River and station Cours d'eau et station Río y estación Река и станция	Monthly average discharge (m^3/sec.) Débit mensuel moyen (m^3/s) Caudal mensual medio (m^3/seg.) Средний месячный расход воды ($м^3$/сек.)													Period of observations Période d'observation Período de las observaciones Период наблюдении
		3													
1	2	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Year Année Año Год	4
Mali/Mali/Мали															
aB 72	Niger, Koulikoro	403	196	101	67	98	359	1 250	3 230	5 380	4 680	2 130	880	1 560 [1]	1907 / 1966
aB 44	Niger, Mopti-Nanta Ka	992	400	185	130	82	194	708	1 760	2 580	2 840	2 690	2 000	1 210 [1]	1922 / 1966
aB 36	Niger, Diré	2 030	1 550	967	434	141	82	259	841	1 490	1 890	2 150	2 300	1 180 [1]	1925 / 1966
aB 53	Bani, Douna	175	103	65	40	29	43	190	1 140	2 490	2 490	1 200	400	697 [1]	1922 / 1937 1950 / 1966
bB 13	Sénégal, Galougo	134	76	40	17	12	123	574	2 150	2 790	1 620	548	242	693 [1]	1950 / 1966
Senegal/Sénégal/Сенегал															
bB 24	Sénégal, Bakel	129	77	46	22	10	122	573	2 360	3 460	1 700	558	230	771 [1]	1901 / 1966

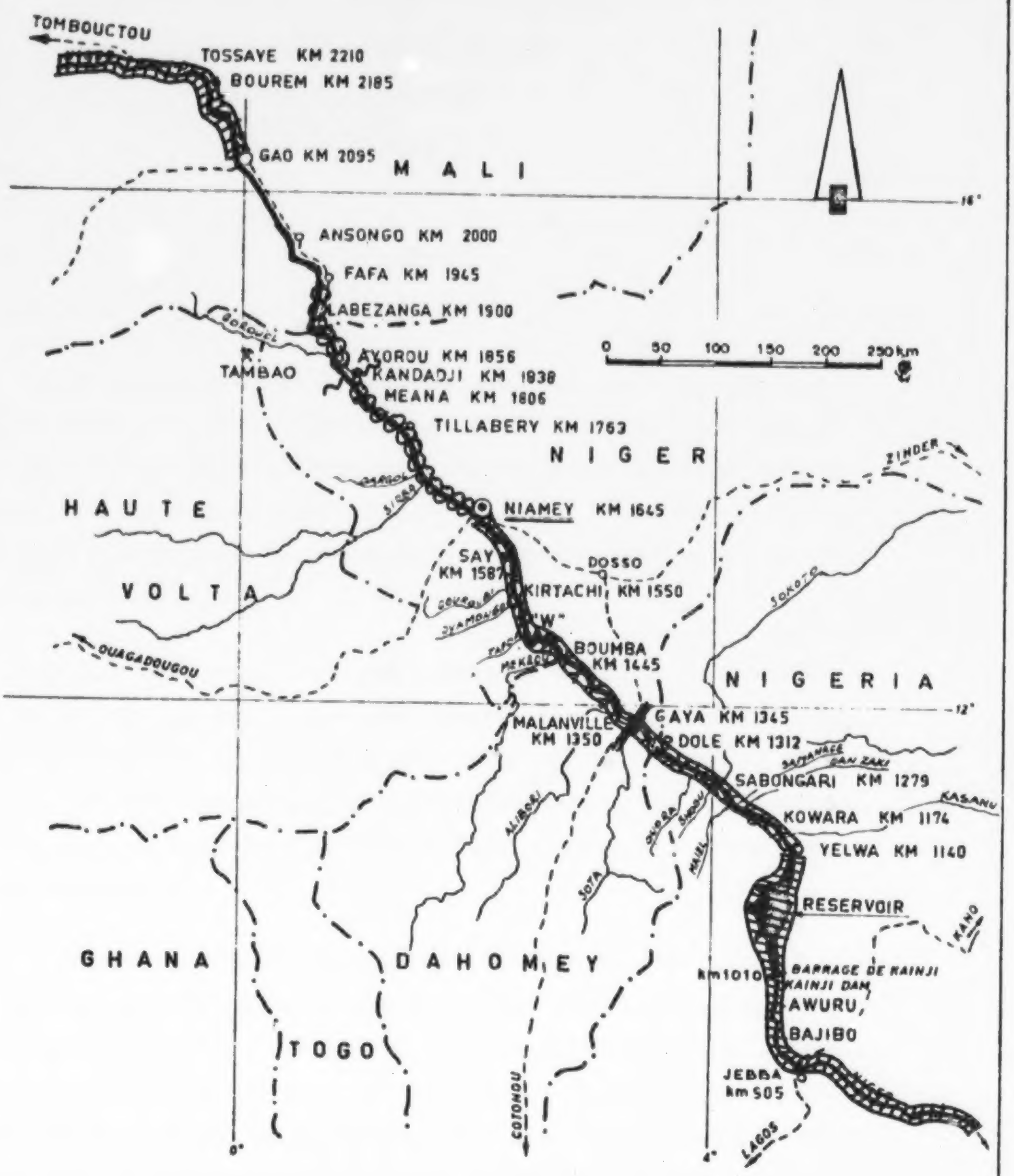

MAURITANIE
SENEGAL
ST LOUIS
DAKAR
BATHURST
GAMBIA
GUINEE PORTUGAISE
BISSAU
GUINEE
FRIA
CONAKRY
KANKAN
SIERRA LEONE
FREETOWN
PENDEMBU
LIBERIA
MONROVIA
OCEAN ATLANTIQUE
MALI
BAMAKO km 2379
KOULIKORO
SEGOU
BANI
MOPTI km 2850
TOMBOUCTOU (2500)
DIRE (2575)
TOSSAYE (2210)
BOUREM (2185)
GAO (2095)
ANSONGO (2000)
LABEZANGA (1900)
TILLABERY (1763)
NIAMEY (1645)
W
HAUTE VOLTA
OUAGADOUGOU
CÔTE D'IVOIRE
ABIDJAN
GHANA
KUMASI
TAKORADI
ACCRA
GOLFE DE GUINEE
TOGO
LOME
DAHOMEY
PARAKOU
PORTO NOVO
COTONOU
MALANVILLE (1350)
GAYA (1345)
SABONGARI (1279)
KOWARA (1174)
YELWA (1140)
BARRAGE DE KAINJI
KAINJI DAM km 1010
BAJIBO
JEBBA km 905
LOKOJA km 580
MAKURDI
BENUE
ENUGU
LAGOS
ESCRAVOS km 0
PORT HARCOURT
NIGERIA
KADUNA
ZARIA
KANO
NIGER
BIRNI NKONNI
MARADI
ZINDER
NGURU
CAMEROUN
DOUALA
YAOUNDE
FERNANDO PO
1000 km
500
▥ Navigation year round
▩ Navigation possible 7 months
═ Gaya/Malanville Bridge - obstacle to navigation to Niamey

WEST AFRICA
AFRIQUE DE L'OUEST

NAVIGABILITY OF THE RIVER NIGER BETWEEN TOSSAYE AND YELWA

NAVIGABILITE DU FLEUVE NIGER ENTRE TOSSAYE ET YELWA

NEDECO


TOMBOUCTOU
TOSSAYE KM 2210
BOUREM KM 2185
GAO KM 2095
MALI
16°
ANSONGO KM 2000
FAFA KM 1945
LABEZANGA KM 1900
GOROUOL
AYOROU KM 1856
KANDADJI KM 1838
MEANA KM 1806
TAMBAO
TILLABERY KM 1763
0 50 100 150 200 250km
NIGER
ZINDER
DARGOL
SIRBA
HAUTE VOLTA
NIAMEY KM 1645
SAY KM 1587
DOSSO
KIRTACHI KM 1550
GOUROUBI
DYAMONGOU
"W"
SOKOTO
TAPOA
MEKROU
BOUMBA KM 1445
OUAGADOUGOU
NIGERIA
12°
GAYA KM 1345
MALANVILLE KM 1350
DOLE KM 1312
SAFTANAGE
DAN ZAKI
SABONGARI KM 1279
KASANU
KOWARA KM 1174
YELWA KM 1140
ALIBORI
SOTA
OKPRA
SHOSU
MAIIL
RESERVOIR
KANO
GHANA
DAHOMEY
km1010
BARRAGE DE KAINJI
KAINJI DAM
AWURU,
BAJIBO
TOGO
JEBBA km 505
COTONOU
LAGOS
0°
4°

SURVEYED RIVER STRETCH
BIEF ETUDIE

NAVIGABILITY OF THE RIVER NIGER
NAVIGABILITE DU FLEUVE NIGER

▨	Navigation year round
XXXX	Navigation possible 7 months
○○○○	Possible navigation if Kandadji Dam built
═	Low bridge at Gaya/Malanville
〰	Kandadji Dam

NEDECO

STATEMENT
BY THE DISASTER RELIEF CO-ORDINATOR
AT THE INTER-AGENCY MEETING
ON THE SAHEL DROUGHT

28 June 1973

Mr. Chairman:

The Secretary-General has convened this meeting in order to explore how best the UN system can meet the medium and long-term needs of the Sahel countries. The Secretary-General has expressed the hope that the UN family can work according to a comprehensive strategy, and develop a management mechanism for its co-ordinated action.

It has been said that every natural disaster is a new case which calls for new approaches and teaches its own lessons. Thus while the UN system has had wide experience of all kinds of disasters, the Sahel drought has presented particular exigencies of its own. The time and space factors in this situation have had altogether unusual dimensions.

For the immediate requirements, the work of investigation, mobilization and execution in the field has been undertaken under the leadership of FAO. In this conversion my Office has been glad to support various operations as required. At the request of UNICEF we have obtained free air space from Paris to the region for several consignments of rehydration fluid and vitamins, and are in the process of arranging for other similar shipments.

After discussions between you, Mr. Chairman, the FAO and my Office, the Secretary-General authorized an allocation of $100,000 from the Working Capital Fund for the six Sahel countries. This money is being used by FAO inter alia to purchase and transport - also by airlifting - supplies of animal feed which are urgently needed.

It goes without saying that the Office of the Disaster Relief Co-ordinator continues to stand ready to help in every way it can.

UNCTAD ACTIVITIES OF POTENTIAL RELEVANCE FOR MEDIUM-TERM AND LONG-TERM ASSISTANCE TO THE SIX DROUGHT-AFFECTED AFRICAN COUNTRIES IN THE SUDANO-SAHELIAN REGION

1. UNCTAD stands prepared to assist in every possible way, within its competence, in the medium-term and long-term efforts to rehabilitate and develop the six drought-affected African countries. UNCTAD activities in the following fields may prove helpful in the preparation and in the implementation of a medium-term and long-term assistance strategy for these countries (such activities include technical assistance, staff missions and research and policy studies):

(a) Trade policy and planning (including also trade facilitation)

(b) Trade expansion and economic integration

(c) Export promotion and marketing (primarily through the UNCTAD/GATT International Trade Centre)

(d) Technical assistance and research in the field of "Invisibles", i.e. shipping and ports, insurance and reinsurance, and transfer of technology

(e) Analysis of trade prospects and capital requirements of individual developing countries or groups of such countries

(f) Implementation of special measures in favour of least developed and land-locked developing countries

2. Four of the six countries (Chad, Mali, Niger and Upper Volta) are both "hard core" least developed and land-locked; the other two countries (Mauritania and Senegal) are slightly more advanced, but still are among the poorest developing countries (with per capita incomes of less than $200). UNCTAD's activities relating to least developed and land-locked developing countries are therefore particularly relevant. Resolution 62(III) on "special measures in favour of the least developed among the developing countries" and resolution 63(III) on "special measures related to the particular needs of the land-locked developing countries", which were adopted at the third session of the Conference, call for various follow-up actions to be taken within the framework of UNCTAD.

3. In pursuance of resolution 63(III), UNCTAD is at present engaged in various activities relating to land-locked developing countries and their transit neighbours. These activities include the organization of studies of port and transit procedures applied in different regions and of port and transit facilities available for the land-locked countries, as well as work on the simplification and standardization of transit customs and trade documents.

4. The UNCTAD secretariat convened an expert group in May 1973 to study ways and means of improving the transport infrastructure relating to land-locked developing countries. The report of this expert group calls for a new integrated approach to the transport and transit problems of land-locked countries; priority might be given to using the techniques proposed on behalf of the West African countries affected by the drought.

5. An inter-regional adviser on trade facilitation attached to the UNCTAD secretariat visited Niger in May 1973 to advise the Government in the field of trade facilitation. During the same period, this adviser also visited Chad, Mali and Upper Volta for on-the-spot follow-up relating to the questionnaire sent to these governments in connexion with the studies and actions called for in Conference resolution 63(III) and to obtain information on transport costs as called for in ECOSOC resolution E/RES/1755 (LIV).

6. The UNCTAD/GATT International Trade Centre's recent technical assistance activities in the six drought-affected countries include the following:

Senegal

In 1972 the Centre provided assistance to Senegal to advise on the establishment of a trade promotion centre.

Upper Volta

A request from the Government of Upper Volta for an expert to advise on the establishment of a trade promotion centre is presently being studied.

Mali

In 1971 an inter-regional adviser investigated the technical assistance requirements in the field of export promotion for Mali and prepared a programme for the consideration of the Government.

Niger

In 1971 an inter-regional adviser carried out a programming mission and submitted a report to the Government. During 1972 three officials from Niger also attended a training course organized by the ITC in Addis Ababa, Ethiopia.

7. UNCTAD's activities in the field of trade expansion among developing countries and in regional integration will also be of particular relevance for the six drought-affected African countries. This is especially so, since efforts to help these countries in the medium and long term should certainly include their economic relations with neighbouring developing countries. UNCTAD has in the past provided extensive technical assistance to facilitate various regional integration efforts. For the medium and long term, UNCTAD stands ready to assist these countries in supporting their efforts of economic integration, either individually or through the secretariats of the existing subregional groupings, and in helping, in co-operation with other relevant organizations, in the identification, preparation and implementation

of multinational economic projects covering one or more of these countries. It may be worth noting some of the existing subregional economic organizations involved and the membership.

(1) West African Economic Community (WAEC)

Treaty signed by Dahomey, Ivory Coast, Mali, Mauritania, Niger, Senegal and Upper Volta. Protocol implementing the treaty signed in April 1973 by all these countries, except Dahomey.

(2) Union of Central African States (UEAC), Chad and Zaire.

Treaty signed in 1968.

(3) Council of Entente States

Dahomey, Ivory Coast, the Niger, Togo, and Upper Volta

(4) Organization for the Development of the Senegal River (OMVS)

Mali, Mauritania and Senegal

(5) Lake Chad Basin Commission

Cameroon, Chad, the Niger, Nigeria

(6) Commission for the Niger River

Cameroon, Chad, Dahomey, Guinea, Ivory Coast, Mali, Niger, Nigeria, and Upper Volta

8. In a broader sense UNCTAD has responsibility for assisting developing countries in the planning of their foreign trade sector and in assessing their total foreign exchange requirements, including both financial and technical assistance requirements. The UNCTAD secretariat is, for example, now engaged in a study of ways and means of expanding the absorptive capacity of least developed countries.

9. Background tables have been provided by the UNCTAD secretariat in a separate document; these indicate the past magnitude of assistance flows to the six drought-affected countries as well as a variety of other basic statistical indicators. In addition, a brief preliminary resume is attached concerning the apparent impact of the drought on the foreign exchange sector requirements of each of these countries. The UNCTAD secretariat has also provided a set of detailed background tables which may be read in connexion with the individual country comments.

COUNTRY NOTES ON THE SIX DROUGHT-AFFECTED AFRICAN COUNTRIES

(Note prepared by UNCTAD Research Division)

(These notes constitute a brief preliminary resumé of the apparent impact of the drought on the foreign exchange sector requirements of each of these countries. In addition, the UNCTAD secretariat has provided a set of detailed background tables which may be read in connexion with the individual country comments.)

CHAD

1. Exports consist overwhelmingly of agricultural products, with cotton accounting for some 80 per cent of exports and animal and animal products accounting for some 14 per cent. Exports stagnated or declined during 1968-71 though in 1972 there appears to have been a substantial recovery. Agricultural production also appears to have stagnated or fallen since 1968 through 1971 and this was especially evident for the major crop - cotton. (This fall in cotton production since 1968 took place in spite of increases in acreage.)

2. Domestic production has, in the past, satisfied the bulk of food requirements, though for particular products imports are of some importance. Production of the basic foodstuffs for domestic consumption, such as millet and sorghum, as well as rice, has stagnated in the years since 1968. The recent drought has further aggravated the food situation, especially in the central and northern areas of the country, where it is estimated that some 40 per cent of the recent food crop harvest has been lost. The drought has also seriously affected the livestock situation. Chad has some 4.5 million cattle and about as many sheep and goats, and the livestock sector was expected to play an important role in development. (As already noted, livestock products are already important in exports.)

3. Cotton, the most important export product, is grown in the southern part of the country and has, therefore, been only marginally affected by the drought. It would, therefore, appear that the medium-term impact of the drought on Chad's trade prospects will depend to a large extent on livestocks as well as on the impact on food imports. In addition, the drying up of Lake Chad as a consequence of the drought will have a serious impact on fish production for some time to come. (Fish caught in Lake Chad has been a major source of food supplies for local consumption in Chad.)

MALI

4. Exports consist predominantly of agricultural products, live animals accounting for some 35 per cent, cotton 20 per cent, oilseeds 11 per cent and fish 10 per cent of total exports.

5. From 1968 through 1970-71 agricultural production seems to have expanded at a fairly adequate rate. Among the important export crops production of cotton and groundnuts appears to have shown a fairly considerable expansion during the years 1968-71, while among food crops for local consumption millet, sorghum, maize, as well as cassava, registered stagnant or declining trends. It, therefore, appears that while production of export crops has been increasing or has been well maintained, production of local foodstuffs has stagnated.

6. The recent intensification of the drought situation has had a further serious impact on the local food crop situation, requiring emergency imports to avert famine on a medium-term and long-term basis. The continued expansion of the export crops will depend on the extent to which the local food supply situation comes back into balance. Livestock provides the major occupation for over half of Mali's population, and live animals is the largest export item. The damage to livestock caused by the drought will have the major impact on the medium-term and long-term export prospects for Mali. The long-term damage to the fish catch, which provides important source of local food supplies, will also be an important factor in the medium and long term. Food import requirements may also need to be stepped up for some years to come.

MAURITANIA

7. Iron ore accounts for the bulk of export earnings (about 90 per cent) with fish (6 per cent) being the other major export item. In view of this dependence of Mauritania's exports on non-agricultural commodities, the impact of the drought on export earnings will be limited, though the damage to the fish catch will importantly affect export earnings from this sector.

8. Agricultural production has been relatively stagnant over the years since 1968 through 1971, and this stagnation has largely affected production for local consumption. The effects of the present drought on Mauritania's agriculture have been serious, with a major part of the recent harvest destroyed, and with the consequent need for large imports of food to avert famine. Livestock is of major importance to the economy, contributing some 25 per cent to GDP and an even larger share to economic activity. Some 40 per cent of the cattle are reported to have perished in the recent drought, and most of the remainder have migrated from the country towards the south. The loss of livestock will, therefore, present a serious long-run problem for Mauritania and will seriously dislocate development efforts. Food import requirements will also border the balance of prospects for some years to come.

NIGER

9. Exports consist predominantly of agricultural products, such as oilseeds (which account for 60 per cent of exports), and live animals and animal products (accounting for 18 per cent). In recent years up to 1971-72 exports have been growing at a satisfactory rate (averaging 9.4 per cent

during 1968-71 and at an even faster rate during 1972). Therefore, up to 1972, the effects of the drought have not shown up in Niger's exports. Nevertheless, agricultural production appears to have suffered since 1969, with the index of agricultural production having fallen in subsequent years below the level attained in 1969. The fall in agricultural production since 1969 appears to have been particularly evident for millet and groundnuts, two basic food crops.

10. Niger largely is a subsistence economy and traditionally the bulk of food requirements has been satisfied from domestic production, imports having contributed only marginally to satisfying these requirements. (The share of food in total imports has been less than 12 per cent in the years prior to the onset of the recent drought.) Since 1968-69, however, the precariousness of the country's food situation has resulted in increased importation of basic foodstuffs.

11. In Niger livestock, estimated at some 12 million (including about 4 million cattle), has been the main source of livelihood to the Sahelian population, in addition to accounting for a large share of export earnings, and was expected to play an important role in the growth of export earnings. The livestock population has been adversely affected by droughts since 1968, with perhaps a half-million cattle having already perished. At the same time some 3 million cattle have moved southwards and the migration continues towards neighbouring countries. Thus, the cattle population seems at present to have been largely depleted, though in the medium to long term the effect will depend on the extent to which migrating cattle returns following future rains.

12. So far as other agricultural products are concerned the adverse impact of the drought will be reflected in exports, not only by the direct impact of the drought on the export crops but also by the resulting shifting of resources from cash crops to subsistence agriculture brought about by the need of the peasantry to ensure their own subsistence.

13. In the medium to longer term the impact on the drought will depend on the effect on exports and on the need to import basic foodstuffs. Although since 1971 uranium has entered in an important way into exports, agricultural products will continue to play the major role.

SENEGAL

14. Agricultural products account for the bulk of export earnings - vegetable oils and oilseeds, animal feeding stuff, and fish being the most important items.

15. Agricultural production appears to have fluctuated considerably since 1968, 1970 being a particularly poor year. Both the export crops and local crops appear to have been adversely affected. More than most of the other countries' affected foodstuffs have accounted for a large share of Senegal's imports in the recent past, averaging some 35 per cent during the years 1967-70. The recent drought has seriously affected Senegal's

agricultural production, with the basic crops, such as groundnuts, rice, millet and sorghum suffering major falls in output of up to 50 per cent or more. Livestock is also a major activity, and makes an important contribution to food supplies; a large part of the livestock is reported to have perished, or is likely to perish in the present drought. The impact of the drought on Senegal's trade prospects will, therefore, be reflected both in export earnings, as well as in food import requirements.

UPPER VOLTA

16. Agricultural products (largely live animals, cotton and oilseeds) account for the bulk of export earnings. Agricultural production has been stagnant since 1968 and this appears to apply both to the export crops as well as to crops for domestic consumption. Indeed, for Upper Volta the long-term trend appears to have been even more serious, especially where the crops for local consumption are concerned, since, for the major crops such as maize, millet, sorghum and groundnuts, the production levels during the years 1968-71 were well below the level achieved during 1965.

17. The intensification of the drought has seriously impaired food crop production and output of many major crops is reported to have fallen by 60 per cent or more in respect to livestock (on which exports largely depend). The recent drought has caused the destruction of much of the natural grazing grounds and at least 20 per cent of the existing cattle is believed to have been lost, with much of the remainder migrating to the south.

UNITED NATIONS ENVIRONMENT PROGRAMME

MEETING ON THE DROUGHT IN THE SUDANO-SAHELIAN REGION

28-29 June 1973

Note by the Environment Secretariat

The problem of the Sahel is a major problem in understanding and managing a fragile ecosystem.

The problem involves a number of technical aspects including at least the following:

1. Weather and Climate. This factor may be the major controlling one and in fact would certainly determine what can be done to improve the region. The initial problem is prediction of climate: is there a cyclic or long-term trend that can be discerned in the available records? Are there sufficient available records or should a special measuring system be set up now for future use? Is it possible to predict sequences of drought or heavy rain enough years in advance to prepare for them? What are the long-term surface water resources from rain or condensation likely to be?

2. Water Management. Given that there is surface water from rain or available water from condensation, what means can and should be taken to conserve and utilize it best? Is control of run-off or evaporation a possibility? If so, by what means? Are there ground water resources? What quality are they? Can they be exploited on a long-term basis?

3. Geology and Geomorphology. How are the movements of sand involved in this picture? Can they be controlled? Could the movement of sand be used for some ecological purpose?

4. Cultivation; Plant and Animal Ecology. What are the naturally occurring communities of plants and animals; how have they been affected by man and his management of them? Do they have recovery properties if left alone, and what is the maximum amount of human interference that they can tolerate under various conditions? Are there species that could profitably and safely be introduced from other regions? Are there breeding programmes for both plant and animals that would produce species especially useful in this region? What is the effect of deforestation and afforestation?

5. Grazing Practices. Are the animals being used the best for sustained production in the area; in terms both of breeds and of the larger question of species? Can larger numbers of animals be safely grazed by choice of suitable management practices? Is there a useful

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way of dealing with animal and human waste to make it an ecological or other asset? Should animals be moved about and on what kind of cycle?

6. Human and Cultural Factors. Given that discussion of the above subject should lead to changes in various practices, what are the factors in the culture of the people that will make it difficult or easy to introduce these changes, and what educational practices would it be sensible to try? Do the requirements of the Sahel lead to a necessity for new definitions of human settlements? What is the meaning of a settlement in a nomadic or moving situation? Can one cope with improvements in education under such a system? How could one design an area of human settlement in which the people moved around? What new technologies are required especially for this situation? What health problems are introduced by various changes in practices?

The above rather naive set of questions merely begin to hint at the complexity of the problem. While they are set out in a sectoral sense, it is clear that all of these questions interact with each other in a very strong way and must be examined together in the context of the existing and possible life of the people in the area.

Certainly all the ongoing programmes and projects in the area should be examined in the light of experience in other areas so that aspects of these which will have deleterious ecological consequences may be examined and corrected. These may include the side effects of mineral exploitation projects as well as irrigation and grazing practices.

Planning Policy

Since the problem is an ecological systems problem in which various aspects affect each other strongly, it should be attacked as a single system problem with an overall programme, and certainly not as a series of small scattered projects. It almost certainly requires some pilot experimental areas in which one can attempt to apply what is known in an integrated way.

The first step would be to assemble what is believed to be known about the Sahel particularly, and about that kind of ecological system in general, to create a list of answered and unanswered question. Very early in this process, even before all of the information is systematically assembled, experimental and observational work should begin in the area to fill in the gaps that will begin to be pointed out as soon as the assembly of data commences. As soon as the necessity for certain kinds of experimental plans and actions has become clear, these should be started, so that results may be fed back into the overall plan as soon as possible.

As a single example, attempts to grow certain new kinds of plants in particular portions of the area could be begun as soon as it was understood that this would be a useful thing to try, and perhaps even before

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other portions of the plan were ready. The same could be said of searches for underground water resources, experiments in dealing with surface water containment, and the modelling of weather and climate conditions. Nonetheless, one should attempt to do these as much as possible in a coherent way from the very beginning.

It should also be understood from the start that this would have to be viewed as a long-term programme. It is unlikely that significant results, even on a small portion of the area, could be achieved in a time less than several decades, and real action for the whole area, if it is possible, is likely to take very much longer and require a long-term commitment and concerted effort.

Organization

The nature of the problem is such that it requires a central manager who is clearly responsible for all aspects of this attempt to change a whole ecosystem. The manager must be clearly identified, be responsible for the programme, have control of a significant portion of the funds, and have a small staff. However, his arms and legs will be elsewhere in the UN system, so he is essentially in a managerial position but not conducting the action himself. The job should be conceived as a co-operative venture under the manager's direction but involving all of the agencies and organizations of the United Nations family working together and in co-operation with the governments in the area as well as other institutions having capability to contribute. Each involved agency should have a small focal point staff for the project to provide entree and contact into its agency for the purpose.

The programme should be begun with formal meetings among the agencies and the governments concerned to agree upon the nature, scale and administrative arrangements for the project. This should be followed by the setting up of a co-operative advisory and planning mechanism, involving the agencies and the governments to assist and advise the programme manager (who should chair this advisory group). By this means the manager will not only have available through the group from the agencies and governments the best technical and other advice, but will have a means for keeping all organizations in touch and co-operating.

Costs

It is difficult to estimate costs for such a project without more detailed planning. As a first estimate, we may assume that in the early investigatory portions of the programme, one would need at least 100 professionals doing theoretical and field work in the area and elsewhere. Considering that there is field support involved, each of these would probably cost on the order of $50,000 a year. Thus for the first couple of years just the investigatory portion of the programme will run about $5 million per year. This estimate does not take into account any work already underway such as under the FAO marginal lands Programme or UNESCO'S MAB. As real action begins to be undertaken in the area, a much bigger

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budget is likely to be required, particularly when larger geographic areas are involved.

The Sahel problem presents an exciting major opportunity to see whether we collectively can undertake to manage and improve a whole section of the human environment. UNEP expects to play a major co-ordinating role in this effort.

Meeting on Sudano-Sahelian
Drought Programme

Geneva, 28 - 29 June 1973

Statement by G.S. Gouri, Representative of UNIDO

UNIDO will be submitting a list of on-going projects in the countries of the Sudano-Sahelian zone in the field of industrial development. These projects are of marginal importance to the pressing and more urgent problems of providing relief to the drought-stricken areas. However, if the mid-term plan can be interpreted as a programme for a much longer period for instance, UNIDO will have a role to play in building the capacity of those countries in a modest way to sustain and contain to the maximum extent possible the drought and disasters. There is also yet another angle that the Committee should take note of in integrating the overall programme of assistance to these areas. It should be noted that all these countries with the exception of two have been classified as least developed countries and every effort should be made to provide maximum assistance not only in the context of immediate disaster problems but also in building a good economic base in those countries.

UNIDO has given some thought as to how it could provide the assistance and advice to the countries in the Sudano-Sahelian zone. UNIDO's assistance could be primarily conceived of as a complementarity assistance to the various projects currently being discussed.

Firstly, UNIDO could provide assistance in the field of repair and maintenance particularly of agricultural machinery (Diesel engines, pumps etc.) as well as in the transport equipment. UNIDO has already initiated action in establishing a machine and workshop equipment in Mali utilizing the voluntary contribution of the Republic of China. This could be supplemented by mobile workshops such as those UNIDO has provided to a number of countries and which have proved to be very effective in providing immediate repair and maintenance facilities.

Secondly, UNIDO's programme in the field of small-industry development could be further strengthened so as to provide a basis for employment as well as scope for processing local raw materials.

Thirdly, UNIDO could assist in the field of production of cattle feed based on fish protein. It is ready to co-operate with other interested agencies in putting these and other programmes which might emerge from subsequent discussions into effective operation.

It would be useful to consider yet another factor in the preparation of programmes of assistance, namely, the pooling of experience of the neighbouring countries in attacking the present problems. The exchange of experience, particularly in the field of industrial development with the relevant departments in the neighbouring countries could be organized by UNIDO.

Lastly, UNIDO has established a focal point at Headquarters in the Technical Co-operation Division and another focal point of action in the field of industry required could be through the newly established ECA/UNIDO Joint Industry Division in Addis Ababa.

AIDE MEMOIRE

ON THE PREPARATION OF A MEDIUM AND LONG TERM ASSISTANCE PROGRAMME FOR THE SUDANO-SAHELIAN ZONE IN THE FIELD OF INDUSTRY

Part A.	UNIDO assisted technical assistance projects presently under implementation in the Sudano-Sahelian zone
Part B.	Suggestions of industrial projects for the medium-term programme oriented towards the solution of the problem in the Sudano-Sahelian zone
Part C.	Preliminary considerations for industrial development within a possible long term programme for the Sudano-Sahelian zone

PART A. UNIDO ASSISTED TECHNICAL ASSISTANCE PROJECTS PRESENTLY UNDER IMPLEMENTATION IN THE SUDANO-SAHELIAN ZONE

I. CHAD

1. Industrial Development Bureau *

UNIDO is providing within the IPF technical assistance to CHAD with a view to assist the Government in the creation of an industrial development bureau. The assistance required will consist of experts, fellowships and equipment.

2. Development of Karite Nuts Processing *

UNIDO will continue to assist the Government in the development of the karite nuts processing after having provided expertise who recommended as a preliminary technical assistance to the Government the establishment of kilns for drying the karite nuts. This technical assistance will be carried on within the industrial development bureau mentioned above.

3. Industrial Planning

UNIDO is providing an expert to a United Nations Planning Expert Team.

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* Projects that could be directed or re-oriented to suit present situation

II. ETHIOPIA

1. Operational Projects

(a) Adviser on Industrial Standardization

UNIDO has been assisting Ethiopia in the Industrial Standardization field since May 1970.

One expert has been in Addis Ababa for about 3½ years and will finish his assignment by the end of this year. He has recently submitted a draft project for the establishment of a Quality Control Centre in Addis Ababa, which is still under study.

(b) Small Scale Industry Adviser

Since November 1970, UNIDO is assisting the Ministry of Commerce, Industry and Tourism on the field of small-scale industries.

(c) Senior Industrial Adviser

Since April 1971, one Senior Industrial Adviser is attached to the Ministry of Commerce, Industry and Tourism, to assist and advise the Government in the general policy, programming and planning of industrial enterprises.

(d) Textile Industry Study

UNIDO has assisted the Ethiopian Government in carrying out a textile study through the International Woold Secretariat which will be completing its assignment by the end of this year.

2. Projects Approved

(a) Leather Technologist *

A project has been approved for one expert (12 months), in order to assist Ethiopia in Leather Technology and Marketing of Leather and Leather Products. The expert will be in the field by August 1973.

(b) Solvant Extraction of Oil Cakes *

This project has been approved in May 1973 for 3 month duration. The expert is under recruitment.

(c) Technical Study of Decafeinated Coffee Processing

This project has been approved in May 1973 for 3 month duration. The expert will be in the field by October this year.

(d) Market Study on Ceramic Industry

This project which has been requested by the Government in order to have a market study of ceramics was approved by UNIDO for 1 month duration and is still under recruitment.

(e) Industrial Property, Legislation and Licensing

In order to assist Ethiopian Government in the industrial property, legislation and licensing, UNDP has approved in April 1973 for a 3 month duration, this project. The expert is under recruitment.

(f) Bulk Handling and Bagging Plant for Fertilizer *

A 6 month duration project, approved in July 1973, expert under recruitment.

* Projects that could be directed or re-oriented to suit present situation.

III. MALI

1. Centre for Industrial Development

Due to lack of funds within the IPF this project has not been retained in the country programme. It seems, however, that the post of industrial economist may be created in the course of this year.

2. Aluminium Foundry

UNIDO has assisted the Government in the establishment of an aluminium foundry. Expertise and equipment have been provided for the amount of $ 48,000.

Pre-feasibility studies have been undertaken for the Government of Mali for the following projects:

a) Steel rolling mill **
b) Development of aluminium industry
c) Assistance to SOCOMA in Fruit and Vegetable Processing *
d) Development of leather industries *
e) Central maintenance and repair shop (this project is likely to be financed from the Chinese Voluntary contribution) *
f) Pilot plant for fertilizer mixing and bagging *

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* Projects that could be directed or re-oriented to suit present situation

** Project that could be directed or re-oriented to suit present situation on a long-term basis

IV. MAURITANIA

1. Industrial Economist

An expert has been on the field assisting the Government in undertaking and evaluating industrial feasibility studies.

2) Maintenance and Repair Workshop for Fishing Boats in Nouadhibou *

A joint UNIDO/FAO project which will be included in an overall programme of development for the Nouadhibou port.

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* Project that could be directed or re-oriented to suit present situation

V. NIGER

1. Assistance to the Cement Industry in Malbasa **
   A team of experts is assisting the Government in cement production and upgrading of local skills.
2. Assistance in Small-Scale Industries Development
   Two experts are assisting the Government in the establishment of an industrial estate in Niamey.
3. Industrial Promotion Adviser (OPAS)
   An industrial economist is assisting the Government in the implementation of their Industrial Development Plan.
4. Technical Assistance to the Sugar Industry *
   UNIDO's assistance has been postponed due to possible Belgian bilateral assistance in this field.

Technical Assistance Projects in the Pipeline

a. Local manufacture of agricultural implements and tools *
b. Assemblying of bicycles and motorcycles
c. Bag factory based on kenafe *
d. Pilot tanning plant in Agadés *

* Projects that could be directed or re-oriented to suit present situation

** Project that could be directed or re-oriented to suit present situation on a long-term basis

VI. SENEGAL

A.

1. Centre for Scientific and Technological Research Planning *

   This is a UNESCO project. A UNIDO expert in industrial and technological research is participating.

2. Maintenance and Repair Workshop for Outboard Motors for Fishing Boats in Saint-Louis *

   UNIDO is providing assistance under SIS (1/12mm) to assist the Government in setting up this workshop. Canada has provided the equipment.

3. Ilmenite Sands

   UNIDO is providing technical assistance to Senegal for the industrial exploitation of ilmenite sands. Technical Assistance has been requested to be implemented with the USSR Voluntary Contribution to UNIDO.

B. Large-scale projects

1. Assistance to SONEPI (Société Nationale d'Etudes et de Promotion Industrielles) *

   The first phase of the project concluded in December 1972. A second phase has been approved for two more years. Experts are assisting in undertaking feasibility studies, giving technical assistance to local entrepreneus of existing industries, etc. UNIDO is also providing equipment to the central workshop for maintenance and repair in the industrial estate of Thiès as well as expertise. Other assistance given to Senegal include the development of the use of ratten cane, utilization of marine salt, development of polyester uses, etc.

2. Pilot and Demonstration Foundry in Thiès *

   A project has been approved for four years with the purpose of creating a centre for foundry development in Thiès. Technical assistance will consist of experts, fellowships and equipment. The aim of the centre is to promote modern foundry techniques and to train technicians, to assist the existing foundries in Senegal and to promote the creation of new enterprises. Teh centre will be located in the Régie des Chemins de Fer.

C. Pipeline Projects

UNIDO is studying the possibility of giving technical assistance to Senegal in the following fields:

a. Tanning of shark skins
b. Drying wood plant
c. Centre for maintenance and repair of wood processing machinery
* d. Pilot plant for processing tropical fruits
* e. Millet milling
* f. Development of petrochemical industries and plastics industries
g. Production of equipment for oil/soap factores

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* Projects that could be directed or reoriented to suit present situation

VII. SOMALIA

1. Industrial Development (Industrial Economist, Cost Analyst)

   Two experts were provided. The second will complete his assignment at the end of 1973.

2. Building Materials Research, Testing and Development *

   One expert is being provided for one year. His contract expires 4 September 1973. An extension has been processed for 12 months.

3. Expert in Textiles (formerly Food Industries)

   1973 Regular Programme 1/3mm in the field of Food Industries. The government requested the conversion into a textiles expert post. This expert is now under recruitment.

4. Small-scale Industry

   1/12mm to assist the government in the development of small scale industries.

5. Foundry and Mechanical Workshop *

   Pipeline project/large scale. Country programme is scheduled for approval in 1974. Project Document under preparation, with Resident Representative for approval. Equipment to be provided from Yugoslav Voluntary Contributions.

6. Strengthening of the Ministry of Industry

   Pipeline project included in the Country Programme to be approved in 1974.

7. Gypsum Pilot Project

   This is a semi-large scale project (909,000 dollars) included in the Country Programme to be approved in 1974. Project Document under preparation.

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* Projects that could be directed or reoriented to suit present situation.

VIII - SUDAN

1. Industrial Consultancy Corporation

The second phase of the project has been completed in January 1973. The Project Manager is continuing his services as Senior Adviser to the Centre until August 1974. Other short-term consultants also are still in the field. However, being an institutional project, it provides services for the industrial sector in the Sudan at large. The Centre has become a governmental corporation.

2. Implementation of Industrial Projects

In the field of Engineering for a 12-month period an expert is in the field. His contract expires at the end of 1973.

3. Reptile Leather

One expert has been provided for 6 months. The mission has been divided in two phases. One month has been completed. An expert is now being recruited for the second phase (5 months).

4. Castor Bean Processing */

One expert is under recruitment for a 4-month mission.

5. Footwear Manufacturing */

One expert is under recruitment for a 4-month mission.

6. Cigarette Manufacturing

One expert is being recruited for a 6-month mission.

7. Foundry and Mechanical Workshop */

This is a large scale project. Equipment and machinery are provided by Yugoslavian Voluntary Contributions. UNIDO/UNDP provide expertise. The experts are still under recruitment. Counterparts are being trained in Egyptian foundries under Bilateral Assistance. The Foundry and Mechanical Workshop is scheduled to be inaugurated sometime between September - October 1973.

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*/ Project that could be directed or reoriented to suit present situation.

8. Project Evaluation

An expert is under recruitment for a 6 month mission.

9. Cement Factory Supervisor

The expert is already in the field and his mission is of a 3 month duration.

10. Assistance in Mechanical Harvesting Equipment for Sesame

A request has been received for an expert(5 months). The matter is still under consideration by UNDP and UNIDO.

11. Pesticides Formulation Industry *

A request has been received for an expert (3 months). The request is under consideration.

12. Urea Fertilizer - Mechanical Engineer *

UNDP provided two experts for 3 months each. Although the Government has not yet made it clear as to their intentions of continuing assistance UNIDO has started process of recruitment for one expert in the field of fertilizers.

13. Consultancy for Textile Industry

A textile consultant is being recruited for 3 months. The expert has already worked with the Industrial Consultancy Corporation. This will be a 12 month assignment.

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* Project that could be directed or reoriented to suit present situation

IX. UPPER VOLTA

1. Small-scale Industries Development

(a) Assistance to the OPEV (Office de Promotion des entreprises Voltaïques)

Technical assistance for the amount of $451,800 will be provided within the IPF to Upper Volta with a view to strengthening the activities of OPEV. This technical assistance will consist of experts, fellowships and equipment.

(b) Industrial Adviser

An industrial economist will be attached to the Division of Industries in the Ministry of Planning to assist the Government in the development of the overall programme of small-scale industries.

(c) Assistance to the Leather Goods Industry */

A team of two experts from UNIDO and FAO will assist the Government in studying the possibilities of developing the leather goods industry in Upper Volta, including a market survey.

(d) Production of Fertilizer */

As a follow-up of a preliminary study by a UNIDO expert in the field of fertilizers, a pilot plant for mixing and bagging fertilizer may be established in Upper Volta.

(e) Production of Pesticides */

A UNIDO expert has proposed, as a follow-up of a pre-feasibility study mission, to establish a pilot plant for formulation and bagging of pesticides.

(f) Mineral Water Bottling Factory */

One expert will study the possibility of exploiting mineral water supplies in Upper Volta.

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*/ Project that could be directed or reoriented to suit present situation.

PART B. SUGGESTIONS OF INDUSTRIAL PROJECTS FOR THE MEDIUM-TERM PROGRAMME ORIENTED TOWARDS THE SOLUTION OF THE PROBLEM IN THE SUDANO-SAHELIAN ZONE

1. Agro-Chemical In-put Centres for Sudano-Sahelian Countries
2. Utilization and Production of Plastics Geared to Agriculture, Water Conservation and Water Distribution
3. Water Desalinization and Distillation
4. Production of Water Pumps
5. Agricultural Machinery/Equipment
6. Transportation
7. Energy and Related Equipment
8. Integrated Pilot Plants

1. AGRO-CHEMICAL INPUT CENTRES FOR SUDANO-SAHELIAN COUNTRIES

1. Under the prevailing weather conditions enhancing agricultural production and preserving crops, stored food products and livestock in the Sudano-Sahelian region is of utmost importance. The establishment of agrochemical input production and marketing centres would be helpful in increasing yields and preserving such products.

2. A typical small industrial complex would comprise a pesticide formulation and packaging unit, a fertilizer bulk blending and bagging unit and an animal fodder mixing unit to which appropriate storage and distribution facilities may be attached.

3. Some of the above components may be omitted as local conditions vary.

4. The estimated cost of the units depending on capacity, versatility and technical infrastructure, is as follows:

Pesticide formulation and packaging	US$ 2-400,000
Fertilizer blending and bagging	US$ 3-400,000
Animal fodder unit	US$50-150,000

Thus the cost of a three element agrochemical input centre may vary from US$ 550,000 to US$ 950,000.

5. Projects of this or similar nature containing at least one of the above three components are in the pipeline or feasibility study stage at the initiation or request of the following Sudano-Sahelian countries:

Somalia
Ethiopia
Sudan
Chad
Dahomey
Upper Volta
Ghana
Mali
Mauritania
Togo
Niger
Guinea
Senegal
Central Africa

6. Allotting funds on a priority basis for the extension and implementation of these mid-term projects is recommended.

Establishment of agro-chemical input centres in the Sudano-Sahelian countries

Cost:	covered by original proposal
Timing:	could be implemented in from 1½ to 3 years time depending on scope.
Training:	abroad training of a one year length for 1 to 5 local staff would be required. No difficulty foreseen.
Number of experts:	1 or 2 experts for an average period of 2 years would be required per project. No recruitment difficulty is foreseen in case of maximum five to six projects at the same time.
Consultant firms:	little use if any shall be made of consultants except for short term feasibility studies. No difficulty.

Fertilizer Bulk Mixing Bagging Plant to be joined by a pesticides formulation plant in AGRO input industrial centres.

Experts, timing, work programme and cost

PHASE I

Four experts to carry out exploratory mission.
2 months beginning of 1974, US$20,000.

PHASE II

Training facilities for local personnel abroad, 6 months each for 15 people, US$72,000.

Location

a) Tennessee Valley Authority (TVA);

b) Fertilizer Association of India;

c) AGRICO (USA).

PHASE III

Establish AGRO input industrial centres described, costing US$550,000 to US$950,000 per centre.

Ten such units are suggested.

2. UTILIZATION AND PRODUCTION OF PLASTICS GEARED TO AGRICULTURE, WATER CONSERVATION AND WATER DISTRIBUTION

1. The main contribution of plastics lies in the agricultural development sector including water conservation. The suggested steps to be undertaken to assist the countries in agriculture and water conservation are:

   a) application of plastics (medium term)
   b) fabrication of plastics (medium term)
   c) production of plastics raw materials (long term)

2. The application of plastics in agriculture for the zone may be sub-divided into the following:

   a) intensive cultivation (green houses, tunnels, mulching)

   b) water conservation and piping (water reservoirs, transport by canals, transport by pipes and drainage)

   The use of polyethylene film to line water reservoirs has both technical and economic advantages. These films are used now to line tanks of up to 800,000 litres. Reinforced polyester tanks are built with a capacity of 40,000 litres.

   Polyethylene films are also used to line canals to avoid loss through filtration.

   PVC pipes are frequently used to transport water up to a distance of 50 k.m. These pipes often replace galvanized metal pipes. Small diameter tubular polyethylene film is increasingly used as a temporary means of transportation of water under low pressure.

   c) crop conservation (silos, rick and stack covers, and fumigation)

   d) collection and packing of agricultural products

   e) storage and transport of agricultural products

   f) parts for agricultural implements

   g) construction of farm buildings and shelter for animals.

3. Good contacts have already been established between UNIDO and International Organizations in the use of plastics in agriculture. The International Committee of Plastics in Agriculture (CIPA) has national committees in Argentina, Australia, Spain, France, Greece, Hungary, Italy, Japan, Portugal and the U.K. Vast sources of information on use of plastics in agriculture under extreme and varied conditions is available to UNIDO. CIPA itself has already conducted joint meetings with UNIDO to assist developing countries and results of successful work in the agricultural field is available to UNIDO from the member countries.

The plastics working group of the FAO Industrial Co-operation Programme (ICP) is already co-operating with UNIDO in the use of plastics in agriculture. UNIDO has been informed by ICP that several missions have already been undertaken by ICP members to countries including Senegal, Dahomey and Ethiopia, to establish plastics manufacturing facilities such as, films, pipes and bottles, for use in agriculture.

UNIDO is also kept informed about successful projects carried out recently in growing crops under dry and arid conditions. The most successful work has been carried out jointly by Abu Dhabi and the University of Arizona. The results of this work could be used to assist countries in the Sudano/Sahelian zone.

4. Previous UNIDO Assistance

In 1971 a UNIDO project "Development of the Petrochemical and Plastics Industry in the OERS Member Countries" was undertaken by BEICIP. The BEICIP mission recommended setting up manufacturing facilities for PVC pipes and films mainly for use in the agricultural industry. These recommendations were in fact followed up by ICP. A number of project proposals on the establishment of and expansion of the plastics fabrication industry in the countries of the Senegal/Saherian zone have been proposed by UNIDO.

5. Setting up Plastics Fabrication Facilities

UNIDO has information on turn-key plants including technology, economics and investment requirements for the production of plastics, pipes and films for use in agriculture. Several major multi-national companies have offered co-operation with UNIDO with the view to establishing manufacturing facilities in developing countries. It is suggested therefore, that UNIDO, in co-operation with International Organizations as well as multi-national companies, should make on the spot surveys in the region and examine the possibilities of medium term assistance.

6. Raw Materials Production

As a long term proposition the oil and natural gas resources of the region could be utilized for petrochemical (plastics) production. Nigeria has in the past indicated interest in establishing petrochemical manufacturing facilities. This is a good opportunity to discuss possible UNIDO assistance.

PLASTICS FOR IRRIGATION, WATER CONSERVATION AND AGRICULTURE UNDER ARID CONDITIONS

Suggested co-operation with international organizations

International Committee on Plastics in Agriculture (CIPA);

Plastics Working Group of FAO-Industry Co-operative Programme (ICP)

Experts, timing, work programme and cost PHASE I

Three experts (including one UNIDO staff member), US$5,000, to carry out exploratory mission (fact finding).

2-3 weeks beginning 1974 to discuss:

a) needs for pipes, films, containers for water conservation, transport and irrigation;

b) suitable locations for immediate production of crops under very limited water supply (plastic film covers for tunnels and greenhouses, trickle irrigation) based on established techniques;

c) available equipment for plastics fabrication and material supply.

PHASE II

Training facilities for local personnel abroad, 6 months each for 12 people in desert agriculture, US$50,000.

Location

Subject to agreement by appropriate host Governments, to study desert agriculture techniques in:

a) Abu Dhabi where a successful project has been developed;

b) the University of Arizona;

c) Mexico;

d) Israel.

PHASE III

Establish plastics in agriculture centres with experts, fellowships and equipment for training, demonstration, research and development.

US$500,000 per centre to start beginning 1975.
Total suggested for 4 centres = US$2,000,000.

PHASE IV

Assist in establishing plastics fabrication plants for pipes, films, containers, building and construction. 1976-1978

Investment per plant approximately: US$500,000 for pipes
US$250,000 for films and containers.

PHASE V

Domestic production of petrochemicals. 1980-

Approximately US$50,000,000 per complex.

3. WATER DESALINIZATION AND DISTILLATION

The production and establishment of small water distillation and desalinization plants using solar energy, particularly suitable for salt and brackish water, is recommended.

It is understood that within the Sudano/Sahelian programme an extensive hydrological survey is being undertaken. UNIDO would be very interested in the participation in this survey in order to explore the possibilities of providing industrial follow-up assistance.

4. PRODUCTION OF WATER PUMPS (equipment for water drilling, irrigation, storage and transport)

In the absence of an accurante hydrological survey it is expected that special techniques will have to be adopted for water drilling, pumping and irrigation, particularly for conversion of desert into arable lands. It is therefore suggested that such techniques be investigated, tested and the manufacture of related equipment started.

5. AGRICULTURAL MACHINERY/EQUIPMENT

This is perhaps one of the most important industrial sectors to be attended to on a medium-term range. UNIDO possesses already information on this matter for each of the countries affected by the drought. Specific recommendations can be made on technical assistance projects for each country, and for regional projects on the manufacture and maintenance of tractors, implements, animal drawn equipment, grain storage equipment, hand tools, etc. As an overall proposition the following can be suggested:

Phase I. Technical study 6 m/m (5 experts each) $90,000

(2 agricultural engineers, 1 mechanical engineer, 1 industrial engineer, 1 industrial economist). We do not see any difficulty in securing experts or consultants.

Phase II. Establishment of pilot plants. To be determined depending on results of Phase I, particularly on the results of research for the local manufacture of special equipment.

6. TRANSPORTATION

In connection with the long-term assistance considerations mentioned in Part C., the establishment of maintenance and repair facilities for the whole array of road transport equipment which would also cater for other industrial equipment such as diesel engines, pumps, general and specific machinery, etc., is an important sector to be seriously considered.

7. ENERGY AND RELATED EQUIPMENT

The solution for the problem of energy will be considerably different bearing in mind the short or long rage term of its scope. At short range it is expected that the solution will be provided by intensive utilization of diesel electro-generators. The possibility for its manufacture will have to be examined. In any case, adequate maintenance and repair facilities will be needed as described in paragraph 6, Transportation.

As longer range projects, solar and aeolian energy is contemplated as well as the local manufacture of related equipment for which a number of pilot plants at an average cost of $400,000 each could be started. It is known that different countries in the area already have undertaken research and feasibility studies on this matter, and that equipment has already been manufactured.

8. INTEGRATED PILOT PLANTS

In addition to the especific projects suggested it is recommended to explore through an appropriate rapid survey which other manufacturing plants could be established which would have beneficial results in the solution of the existing problem. Such plants could be established as demonstration or pilot plants. It would be also necessary to co-ordinate the output of such plants and their production so that they are mutually complementary. A pilot plant for plastic products designed for water conservation could at the same time be geared to produce a certain line of consumer goods which would be utilitarian in the improvement of hygienic conditions. The proposed agro-chemical imput centres could be expanded to provide food-stuff for infant nutrition. Small tire retreading plants could be established separately or incorporated in the plastics production plant. Repair and Maintenance workshops could be expanded to produce metallic estructures for depots, silos, schools, and many other applications.

A series of objective oriented services which would take into consideration available resources, needs, local conditions, etc., could provide additional especific information designed to enrich and complement the existing proposals.

PART C. PRELIMINARY CONSIDERATIONS FOR INDUSTRIAL DEVELOPMENT WITHIN A POSSIBLE LONG TERM PROGRAMME FOR THE SUDANO-SAHELIAN ZONE

1. In view of the vastness of the region and the magnitude of the problems so far identified the examination for a long term solution indicates immediately that major and persistent action will be necessary through a period of 10 to 15 years with the concentration of considerable financial and material resources in the area.

2. A major concentration effort and realistic planning will be essential with the firm determination by international community and Governments of the affected countries to resolve the basic problem. The United Nations system of technical assistance together with the bilateral assistance programmes could play a substantial role in turning such endeavor into a reality.

3. Results could be overwhelming inasmuch as this vast and undeveloped region of Africa could be turned into a flourishing agro-industrial belt which could provide a promising future for its inhabitants and be the producer of semi-processed and manufactured goods for which there is increasing demand in the major world markets.

4. From the United Nations points of view full integration would of course be required between the different activities carried out by the different organizations within the system.

5. Indurtry could play a predominant role in the set-up of a series of adequately located transformation and processing plants for a variety of products particularly oriented towards the utilization of agricultural inputs and local natural resources.

6. Of primary importance would be the implementation of appropriate water control and conservation schemes as well as the establishment of an up to date transport system.

7. Another basic infra-structure requirement would be the development of an appropriate energy grid developing to a largest extent the hydrological potential, as well as the utilization of other potential resources like natural gas , petroleum and less convential sources of nuclear and solar energy.

8. Not knowing at present the magnitude of the financial and water resources which may become available for long term planning, it appears somewhat premature to suggest especific projects beyond the expansion of the activities and suggestions for a medium term approach. It becomes however clear thatany involvement of UNIDO in a long term programme could be envisaged in the activities undertaken in the three infra-structures already mentioned:

1. Water Resources
2. Transportation
3. Energy

9. With regard to water resources UNIDO would be interested to participate in the various phases of the hydrological survey already during the survey stage. Practical possibilities can be advised for industrial activities and inputs which would be of relevance if a long term plan could be suggested.

10. In the transport system the construction of a railway seems to offer an important infrastructure base for the solution of the long term problem and if it is started early, it could also contribute, by its immediate development effects, to the solution of short and medium term problems. The industrial sector would play an important role in the development of such a railway. Estimates have been made of the requirements (see Annex).

11. Other requirements in the transport system would be the expansion of the road transport system as well as the utilization of light aircraft for especific purposes like access to difficult low population regions, fumigations, etc.

12. In the field of development of energy resources UNIDO could take an active part in the development of manufacturing plants for batteries, engines, solar energy cells and also in the planning of power grids suitable for the development of industrial plants.

13. Although the three main sectors mentioned do not fall within the direct responsibility of UNIDO, the industrial sector plays a very important role in their development and their development is a prerequisite for industrialization. Close co-operation would of course be needed within the United Nations system, between UNIDO, FAO, UNESCO, the IAEA, the Natural Resources Division, and others.

14. Jointly with the development of such infrastructure an appropriate large scale development of industries can take place. Rough estimates indicate that over 10 to 15 years of financial resources of the order of three to five thousand million dollars may be needed to obtain a substantial impact in an industrialization programme, including development of some basic infrastructure needs. The matter would of course have to be further followed in the light of developments and possibilities.

ANNEX

1. Construction of a Railway

The proposed railroad would be the dorsal line of a communications network which would make possible a fast and reliable transportation of goods (food, agricultural products, industrial raw materials and processed goods) along the Southern Sahel. The railroad, in its erection, operation and linkages to other economic activities, particularly the exploitation of natural resources, would constitute a "development line" which would stop the advancement of the Sahara. This main line would be subsequently connected by feeder lines to the coast.

Considering that the portions Dakar - Bamako and Addis Ababa - Djibouti are already in operation, the line to be built would be around 7.000 km long.

At a cost of $ 50,000 to $ 100, 000 per km of single line, the construction of the railroad would come to about US$ 350 to US$ 700 million.

The rolling stock, stations and infrastructure needed (road approaches, portions of double line, workshops, etc.) would be in addition to the figure above, and can be considered of about the same amount. Therefore, the whole project would cost around US$ 1 billion.

The steel needed for the rails and accessories would be about 110 ton/km. The total amount of steel needed would be around 770.000 tons at an approximate cost of US$ 180 million. This steel could be eventually made in the region provided adequate rolling mills were built. Sleepers and all the stone work could be readily provided from the region. A suitable programme for the manufacture and/or maintenance of rolling stock could be evolved as well.

It is further proposed that the operation of this railway be undertaken by the UN System for a period of about ten years. A Phase I for the project could be the subcontract of a feasibility study to be carried out by one or a group of consulting firms. The cost for this study is estimated at

2. Assembly of Light Airplanes

As complementary to the railway and road networks air transportation would be of importance in this area since it would provide fast and easy access to critical zones.

The assembly of light airplanes of low capital intensity and high labour content, could be realistically considered at this stage. The cost of the appropriate techno-economic feasibility study would be in the nature of $50,000/75,000.

3. Cement Plants

As complementary industrial venture it is foreseen that Cement Plants (related to the problem of water conservation) would be envisaged.

There could be at first sight a need to reserve tentatively some amounts such as:

Cement Plants:

Feasibility studies	$ 300,000.
Assistance with tender bids and checking	75,000.
Assistance in start up	200,000.

Timing:

Increased activity in this field might start in 1975 onwards.

Training:

Training of personnel for such plants could be set up to start late in 1975 and onwards.

Experts:

Not a problem with some preplanning.

Consultant firms:

Also not a problem - adequately skilled firms exist to carry out feasibility studies and other tasks.

ORAL STATEMENT BY UNICEF
AT MEETING ON MEDIUM AND LONG TERM REQUIREMENTS OF SUDANO-SAHELIAN REGION

28 June 1973
Palais des Nations - Genève

UNICEF has for some years been active in these West African countries, especially in improving basic health services in providing educational equipment and training in rural development and, in the case of Niger, Mali, and Upper Volta, in provision of pure water supply. Current commitments for our regular programmes in the six countries affected by the Sahelian drought total about six million dollars, including funds made available by our Executive Board in 1973. These are for expenditure in 1973, 1974 and 1975.

With other United Nations bodies, we have endeavoured to respond to the new emergency. In what follows I will report briefly what we have done in the short term and what we are planning in the medium and long term.

In March, following an urgent request from Mauritania, we shipped 20 tons of high protein CSM food most of which was airlifted. Since then we have sent 300 additional tons to Senegal, Mauritania and Mali and have another 875 tons on order. It is reckoned these shipments will benefit 72,000 children. The basic CSM comes from the U.S. Government; we sweeten and flavour it before shipment and pay freight costs. Similar requests are being prepared for Niger and Upper Volta. Thanks to WFP the situation in Chad seems to be in hand.

In the other countries, it appears the first harvest at the end of 1973 will have an inevitable shortfall due to the scarcity of seeds and because many children are mal-nourished, it will probably be necessary to provide supplementary high protein food until the 1974 harvest comes in. We also plan to provide a quantity of K-mix 2, a highly concentrated food to combat severe malnutrition which was first used in Nigeria.

Also, in response to urgent requests, we have furnished supplies of rehydration fluids and intrevenous fluids mainly for the treatment of children in advanced stages of kwashiorkor or dehydration. Along with these we have sent infusion sets and other requested medicaments such as penicillin, chloroquine, etc. Provision of these drugs, most delivered by airfreight, was made possible by release of $200,000 from the emergency reserve of the UNICEF Executive Director.

A third category of assistance is in the field of water supply. This is essentially a medium term rather than a short term operation, but we did provide some emergency funds to strengthen water brigades, financing such running costs as additions to staff, increased mobility and equipment, etc. This was largely to deepen existing wells. We provided for these purposes two cash grants, one to Senegal of $22,000 and one to Mali of $36,000. We also ordered technical equipment costing $93,000 for Mali.

In the priority area of water supply, we are working jointly with UNDP. In the medium term, UNICEF has committed $850,000 to provide village drinking water in Mali, Niger, Upper Volta, and Senegal. This will provide transport, drilling rigs, compressors and other technical equipment required over a period of three years.

This falls short of the total need in water supply which we estimate at not less than $3 million for a period of three years. Since we have approximately $1 million in hand for water supply, we need another $2 million to fulfill expected water supply requirements.

In addition, we reckon another $2 million is required beyond our regular programme to meet special food, drug, transport, and related needs over the next three years. Our total target for new money for the period ending in 1975 is, thus, an anticipated $4 million. We are approaching our UNICEF National Committees and other private groups to help us finance this programme but we have no doubt that the bulk of the money will have to come from other sources.

UNICEF, through its field offices, is closely following the developments in West Africa. UNICEF assisted projects, presently under implementation, will be oriented towards maximum assistance to the hardest hit areas.

As regards long term projects, UNICEF will co-operate closely with the United Nations system in strengthening social services, (health, welfare, education), in the areas concerned; it appears still to be too early to give indications as regards the extent and precise form of such assistance.

With reference to your questions on co-ordination, our New York headquarters is in close touch with the governments, your office, UNDP, FAO and other agencies involved. We are appointing a special person in West Africa to assure co-ordination within our own offices and with co-operating bodies. While based in one location, probably Dakar, he will circulate widely in the six countries.

We agree that co-ordination of inputs is very important. On the water question, we are working closely with UNDP. We need to assure some kind of co-ordination with other relevant agencies with regard to our other inputs in children's food and medicaments.

On the question of transition from emergency to medium and long term programmes, it has been said that disaster represents an opportunity. We hope that the opportunity to develop constructive long range activities will be seized. We believe the acceleration of our own medium and long term programmes will make for a smooth transition from the emergency to longer term phases.

On fund raising, we will fit in as we have before with any overall United Nations appeal. We would not make any massive public appeals but would expect our UNICEF national committees and other co-operating private groups to raise funds for the activities which UNICEF normally carries on. We very much hope the important question of funding will be discussed later in this meeting.

UNICEF WORKING DOCUMENT

Needs of children in the drought-affected countries of West Africa

Introduction

The catastrophic drought which has struck West Africa has caused untold hardship and suffering to the people of six countries: Senegal, Mauritania, Mali, Upper Volta, Niger and Chad.

The drying up of rivers, wells and water-holes has forced the agricultural and postoral populations of the drought areas to move to settlements around those wells which still yield water. Cattle herders have driven their decimated flocks further south toward the coastal belt, in search of pasture, fighting to save at least some cattle to ensure regeneration of their flock when the present emergency comes to an end.

The fight for survival

Under such circumstances, vulnerable population groups - children, pregnant and nursing mothers and the old -are particularly open to the risk of disease, malnutrition, polluted water supply, heat exhaustion and dehydration.

Reports from all over the area show the same pattern: the able-bodied men leave with the cattle in search of pasture land and women and children and the old are left to fend for themselves in clusters around water points.

In Niger, the population of the oasis town of Agades has increased from 10-15,000 to more than 70,000 (estimated) due to the influx of displaced persons. In the hardest-hit part of Mauritania, the Government asked people to move closer to the few towns to facilitate the distribution of grain and the provision of medical aid by the limited medical staff available.

/...

Since March 1973, UNICEF has been responding to requests for assistance from the Governments of the affected countries; this has taken the form of a) life-saving drugs and rehydration fluids for the intravenous feeding of young children; b) high-protein food supplements; c) transport, and d) funds and equipment for water-supply schemes.

The needs of children

As the drama unfolds, however, and additional facts become available, the extent of the need has multiplied. The better deployment of scarce human and material resources has improved the delivery system; consequently requests to UNICEF to increase the volume of its emergency aid and to provide it more speedily have been made, and special contributions are essential to ensure continuing operations.

The Executive Director of UNICEF has released $200,000 from the Emergency Reserve Fund, and a further $400,000 has been mobilised by accelerating the use of funds allocated by the Executive Board of UNICEF for projects in the six countries. UNICEF has also agreed, jointly with UNDP, to accelerate implementation of water-supply projects in four of the six countries at a cost of $850,000. These projects will be implemented during the period 1973-1975.

The response of the international community to appeals for basic foods has been fairly satisfactory, though many logistic problems have been encountered in connection with port capacity, and transport to the land-locked countries, and these have hampered the operation . The generous provision of freighter aircraft by a number of countries (Canada, France, Belgium, USA, UK, Germany and others) has greatly helped with the timely transport of seed grain and medical supplies, and even food to inaccessible areas, and it is hoped that this "lifeline" will be kept intact. There is,

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however, a need for a continuing, regular supply of high-protein supplementary foods for children, for medical supplies and for transport and financial help to strengthen the operational machinery.

Proposed UNICEF assistance

It is hoped that the rains this summer may provide some relief in the overall situation; it is, however, clear that, even if the rains provide the hoped-for relief, the harvest for many seasons to come will be below normal and flocks can be reconstituted only slowly. It must be foreseen that international assistance will be required through 1974. Subject to the availability of funds, therefore, UNICEF would consider an assistance programme of approximately $4,000,000 appropriate to meet some of the most urgent needs of children in the area through 1974. Such a programme would envisage:

A. High-protein foods

1. CSM

	1973	1974
	(in metric tons)	
Niger	1,000	1,000
Upper Volta	1,000	1,000
Mauritania	(110)	360
Senegal	(600)	1,440
Mali	(485)	1,040
Chad	-	-
	3,195	4,880

It is anticipated that the "basic" CSM will be supplied by the USA under PL 480. UNICEF will pay for vitaminisation/sweetening ($33 per ton) and sea freight ($75 per ton). The quantities shown in brackets have already been shipped.

Total cost: $872,000

2. Other high-protein foods

5 tons of K MIX II for the treatment of kwashiorkor;

24 tons of stockfish (ex Iceland);

and other foods are being examined and considered.

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3. A nutrition adviser and volunteer helpers will be provided

Total cost: $105,000

B. Drugs for children

Estimated needs: $10,000 per month for each affected country

$10,000 x 6 for 18 months $1,080,000

(a standard supply list is being compiled, with assistance from WHO)

The drugs so far supplied by UNICEF have consisted of intravenous feeding solutions and rehydration fluids; quantities of antibiotics and special drugs for the treatment of cerebrospinal meningitis, a disease which every year takes a heavy toll of children's lives in Sahelian Africa, and may well be more severe now. The urgency of ensuring a constant and steady supply line of drugs to all existing health institutions cannot be over emphasised.

Measles has reappeared in epidemic form in the affected areas, particularly where large groups of people are living under shanty-town conditions. Requests for measles vaccine (US cents 20 per dose) are under consideration; the matter is under review with USAID, who has sponsored the large West Africa smallpox/measles campaign in recent years and was proposing to phase out its support, but may find it possible to provide the vaccine because of the emergency. Potentially, up to 2 million doses ($400,000) may have to be supplied, with supplementary equipments such as pedo-jets and freezers ($100,000).

C. Transport for Ministry serving children's needs

It is estimated that six lighter vehicle units will be needed for each country

6 x 6 x $5,000 $180,000

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UNICEF has supplied two heavy trucks to Mauritania, and three landrovers to Upper Volta. Requests for transport have been received from Chad, Niger and Mali as well. The vehicles now being considered are of the landrover type; terrain-going, and suitable for carrying health personnel, medical supplies and supplementary food supplies.

D. Water supply

1. Immediate assistance for well-drilling teams:

Chad	$52,000
Contingency (other schemes)	100,000
	152,000

2. Medium term

Mali	360,000	
Niger	250,000	
Upper Volta	180,000	
Senegal	120,000	
	850,000	
Alternative schemes	150,000	
	1,000,000	
		$1,152,000

Due to the geological formations of the affected areas, water supply projects are difficult and expensive to execute; they are almost entirely based on hard-rock drilling. The countries concerned have established water-supply brigades, organised within the "Genie rurale". The cost of equipment for a brigade is estimated at being between $150,000 and $200,000, consisting of trucks, drilling rigs, compressors, hoists, etc.

UNICEF is prepared to assist countries with the local costs for operational expenses if immediate, short-term improvements in the water supply system are feasible, especially in the present reception areas.

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E. Project support cost

6 x $50,000	$300,000

Previous operational experience indicates that project support funds will be needed for payment of utensils, freight, storage, etc., in order to avoid or overcome operational bottlenecks. An estimate of $50,000 per country would cover the period through 1974.

F. Airfreight

(besides this, free airlift of food and medical supplies will be urgently needed; Canadian Hercules aircraft and other donated airlift capacity operation in the area.)	$200,000

G. Contingencies

To meet the cost of unforeseen, urgent operations	$111,000
GRAND TOTAL:	$4,000,000

International and bilateral efforts have, particularly in the last few months, contributed greatly toward ameliorating conditions in the stricken areas, where the natural obstacles to be overcome by the relief operation are considerable and difficult.

The Secretary General of the United Nations has, by appointing the UN Food and Agriculture Organization as "focal point", marshalled the forces of the United Nations system to help meet the food needs of the population as a whole to provide seed for crops and to save some cattle. There are also special needs of young children and mothers in the categories indicated above, and specific provision is necessary if they are to be met

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The urgent need for assistance is further heightened by the serious economic effects of the drought on these already very poor countries. Revenue collection in rural areas has been suspended, and it must be anticipated that it will take several years to restore the economy even to its former modest level. We have to expect a period of budgetary austerity at a time when an expansion of health and welfare services would be required. For example, there appears to be an immediate need to open more maternal and child health and nutrition rehabilitation centres in the temporary settlements around towns and water points. Thus it may be necessary for external aid to make a larger contribution to local running costs, and the estimate of project support costs given above may well prove to be too low.

To enable UNICEF to assist in this task it will need the fullest support from governments as well as national and international agencies.

The Executive Director of the Canadian Committee for UNICEF has indicated that the Government of Canada would be interested in having an appraisal of children's needs in the drought areas of West Africa. We trust that the above observations will be helpful in calling attention to the appalling hardships and needs to which the vulnerable population groups are exposed.

UNICEF Headquarters
21 July 1973

UNITED NATIONS CHILDREN'S FUND
(UNICEF)

UNICEF Assistance to West Africa Drought Emergency.
(affecting large areas of Mauritania, Senegal, Mali
Niger, Upper Volta, Chad.)

1. Since early 1973 the UNICEF Offices in Abidjan, Dakar and Brazzaville have been advising Headquarters, New York regarding the increasing gravity of the drought situation in West Africa, and have made special visits to the countries concerned to examine the situation on the spot. The following paragraphs describe the action taken by UNICEF to help relieve the emergency.

High Protein Food Supplements:

2. In response to an urgent request from Mauritania, 20 tons of CSM (a Corn-Soya-Milk blended food) were shipped in March 1973 for distribution through health centres to mothers and children, who due to protracted lack of adequate food showed signs of protein malnutrition. Twelve tons were airlifted from UNICEF's warehouse in Copenhagen, and a further 8 tons reached the country in April 1973.

3. The initial request for CSM from Mauritania was followed by similar requests from Senegal and Mali, and the following programme is now under implementation:

Country	Initial Shipment	2nd Shipment (June 1973)	3rd Shipment (Sept. 1973)	TOTAL
Mauritania	20 tons	55 tons	35 tons	110 tons
Senegal	-	120 tons	480 tons	600 tons
Mali	-	125 tons	360 tons	485 tons
TOTAL	20 tons	300 tons	875 tons	1,195 tons

4. The second shipment is now unloaded in Dakar (25 June 1973); the third shipment will arrive in September 1973. Approximately 72,000 recipients will benefit from this programme.

5. Similar requests are being prepared for Niger and Upper Volta; the situation in Chad seems to be in hand, with CSM and skim milk supplies available from WFP sources.

6. The sweetening and flavouring of the 1,195 tons of CSM is paid by UNICEF ($ 33,000) while the "basic" CSM has been donated by the U.S. Government.

7. Considerable quantities of dried skim milk powder (13,000 tons) have been made available by the European Economic Community; this will greatly relieve the need for protein-rich supplementary food for children and will, given proper distribution arrangements, prove to be of tremendous benefit. In many nutritional situations the proper use of skim milk requires the simultaneous consumption of another source of calories, for example, a cereal gruel, which may have to be bought on the spot.

Medical supplies:

8. The most urgent medical requests formulated by the affected countries have been for rehydration fluids and intravenous feeding fluids, mainly for treatment of children in advanced stages of kwashiorkor or dehydration. Widespread need has been reported although reliable statistical data in this field (as well as in most other areas) are very scanty and unreliable. What is worse, the health facilities which are capable of handling intravenous feeding operations are extremely few and far between, and it must be feared that many children will not be able to be taken to a treatment centre.

9. The provision of the supplies, mostly delivered by airfreight, has been made possible by the release of $ 200,000 from the Emergency Reserve by the Executive Director of UNICEF.

10. The supplies have mainly consisted of the following:

I.	Rehydration	: Glucose, Bicarbonate, Chlorure
II.	Nutrition Solutions	: Trophysan of various types, poly-vitamine solutions, Subtosan
III.	Medicaments	: Penicillin, Fanasil, Flagyl, Chloroquine, Aspirin and others.
IV.	Equipment	: Infusion Sets

The estimated cost for each of the six drought affected countries is as follows:

(a)	Senegal	$ 27,800
(b)	Mali	39,000
(c)	Mauritania	7,114
(d)	Upper Volta	13,823
(e)	Niger	25.154
(f)	Chad	Request being formulated by Gov't
	TOTAL, say	$150,000

11. To the initial costs should be added airfreight, which, however, to a great extent has been provided free of charge through the generosity of commercial airlines.

Water supplies:

12. In accordance with the priorities established at the Lomé conference of African governments in 1972, for meeting the needs of children in West and Central Africa, which laid special emphasis upon water supplies, UNICEF is proceeding to develop plans for assistance in this field with each of these countries, within the framework of its general country aid programmes. This has already been done in the case of Niger, Mali and Upper Volta, and beginnings have been made in Senegal and Mauritania. Commitments for long term assistance which included water supply components were approved at the May 1973 session of the UNICEF Executive Board for the first three countries. Other country programmes are in course of preparation for the next session of the UNICEF Board.

13. Because of the rapidly deteriorating situation in respect of water supplies, UNICEF has now agreed, after consultation with governments and UNDP, to accelerate and expand the implementation of the water supply components of the already approved programmes, and we are seeking ways to enlarge our assistance to the other affected countries. It is clear that because of the geological formations of most countries now affected by the drought, welldrilling is a time-consuming and costly operation and must be tackled as a medium-term, rather short-term operation. However, where possible UNICEF will now make use of commitments already approved for implementation over periods of 3 - 5 years, so as to make a maximum impact during 1973/1974. Additional funds will be sought to continue to enlarge and expand these programmes during the subsequent years.

14. The immediate action will be the strengthening of existing "water brigades" (experienced teams working in the deepening of existing wells and the construction of new ones), by providing part of the running costs to complete staffing patterns, increase mobility and meet urgent equipment needs. In co-operation with UNDP, assistance will be provided to governments to improve and expand the water supply systems in the drought-affected areas, as well as in the areas to which large numbers of the population from these areas have now moved, and are continuing to move, having left the lands they habitually occupied because of the drought. UNDP will concentrate on meeting the needs of the agro-pastoral areas, while UNICEF will concentrate its contribution upon helping provide safe water for human consumption. The technical experts financed by UNDP and other U.N. sources will provide technical guidance and management aid for both the UNDP and UNICEF components of the programmes. UNDP will also cover a substantial part of the local recurrent costs. UNICEF funds will be used for the purchase of transport, drilling-rigs, compressors and other technical equipment, as well as some local costs.

15. The financial implications of this water supply programme for UNICEF are as follows:

i) An amount of $58,200 has already been expended in the form of cash grants to Senegal ($22,000) and Mali ($36,200) for water brigades already in action. (These funds are part of the authorisation for $200,000 emergency aid to the drought-affected countries made by the Executive Director of UNICEF out of the emergency reserve, as mentioned above). Further expenditures for immediate procurement of equipment have been authorized for Senegal.

ii) For the implementation of the programmes described in paragraphs 12 and 13, being developed in co-operation with UNDP, a total of $850,000 has been authorised out of commitments already approved as follows:

Mali	$300,000
Niger	250,000
Upper Volta	180,000
Senegal	120,000

iii) For the period 1973 through 1975, UNICEF envisages a total aid programme for water supplies in the six countries affected by the drought, of approximately $3,000,000. Of this amount, one third will be available from UNICEF's regular financial resources. The remaining $2,000,000 will need to be raised by special contributions.

Continuing regular assistance programmes:

... 16. The attached summary provides a short outline of the UNICEF assistance already approved by its Executive Board and in the course of implementation in each of the six countries. Over the next three years we expect to supplement these programmes for services for children, in co-operation with the United Nations' technical agencies and UNDP, by aid, within the framework of country programmes to reach a level of about $6,000,000 ($2,000,000 per annum) for the six countries. These programmes will be directed to strengthening social components of national development plans in the fields of health, nutrition, welfare, education, women's training, etc.

Recapitulation of special assistance

17. The following tabulation summarises the estimated cost of special assistance with particular relation to the problems created by the drought crisis, which UNICEF hopes to be able to provide for the six countries concerned through 1973/1974/1975 (subject to obtaining special contributions as shown), in addition to its normal programmes of aid mentioned in paragraph 16.

(Estimates in U.S. dollars or equivalent)

Type of aid	Short term (already under implementation)	Medium and long term (subject to receipt of special contributions)	TOTAL
Health and medical	150,000	1,000,000	1,150,000
Children's foods (including transport and local costs)	50,000	1,000,000	1,050,000
Water supplies	150,000	2,000,000	2,150,000
Totals	$ 350,000	$ 4,000,000	$ 4,350,000

New York, 25 June 1973

UNICEF Headquarters

Brief Description of On-Going UNICEF-Assisted Programmes in the Six Sahelian Countries Affected by Drought

This brief summary is intended to give only a very general idea of the scope of UNICEF aid, and the status of financial input, expressed in the form of unimplemented (not yet called forward from the field) commitments available at the beginning of 1973, and new commitments approved by the UNICEF Executive Board in May 1973 where applicable.

For more detailed information and data, one may refer to excerpts for the six countries from the UNICEF Digest of Projects (October 1972 edition), and to excerpts from the 1972 Annual Report of the respective UNICEF area offices, of which a number of copies are available in the UNICEF delegation.

It is to be noted that regular water supply programmes of any importance aided by UNICEF, i.e., not necessitated as an emergency measure due to the recently aggravated drought conditions, exist only in Niger ($422,000) and Upper Volta ($188,000).

1. Chad

Commitments: The latest commitment approved by the UNICEF Executive Board was in 1971, for $419,000 to cover the period 1971-1973. In January 1973, $169,000 of this commitment remained to carry the assistance programme through 1973. There was no recommendation made to the 1973 Board for a new commitment; one is expected for the 1974 Board.

Programmes: In Health, UNICEF equipment, drugs and transport for the improvement of basic health services have been provided, and in 1973 assistance continues to the basic and in-service training of nurses and obstetrical aides. UNICEF also undertakes the salary of a consultant on transport.

In Education, UNICEF continues assistance in the form of training grants to the basic and in-service training of primary school teachers, as well as to seminars at the Pedagogical Institute for Rural Training.

2. Mali

Commitments: In 1972 a $340,000 commitment was approved for a Services for Children project for 1972-1973, of which $100,500 remained unimplemented as of the beginning of 1973. Separately, $20,500 worth of call-forwards were pending from earlier commitments available for the Milk Conservation project.

In May 1973 the UNICEF Executive Board approved new commitments totalling $1,200,000 for the period 1973-1975.

Programmes: In Health, UNICEF aid concentrates on equipment and transport for the expansion of basic and mother and child health services including maternities, supply of drugs to rural dispensaries, a BCG vaccination campaign, and the control of endemic diseases. In the Education field, UNICEF assistance has been to teacher training and to practical (vocational) training centres to help the Governments attempt in recent years to "ruralise" education.

In the proposed plan for 1973-1977, the health and education improvement programmes will continue along the same lines. In addition, UNICEF will help establish community development centres and help train "animateurs" for social betterment through community action. In connexion with the Government's rural development operation in a rice growing zone, UNICEF will assist in personnel, advisory and equipment costs for the development of extensive social programmes made possible by the increase in rural income.

The Car Park Maintenance Services will be improved and regionalized to cater better to distant areas in this large country. UNICEF will assist in the training of supervisory personnel and mechanics.

3. Mauritania

Commitments: Further to a small commitment of $64,000 approved in 1972 for the continuation in 1973 of on-going projects in Health and Education, the 1973 Executive Board approved a commitment of $341,000 for further continuation to cover the years 1974-1975.

Programmes: UNICEF assistance to health and education will continue, augmented by a new activity, namely the advancement of women. In health, emphasis will be placed on mobile medical services for the treatment of communicable diseases and on improvement of existing static health units. Training of nurses and midwives will continue and maternal and child care will be integrated into all levels of health centre work.

The educational reform on which a government decision was recently taken will be implemented progressively, as the organizational structure necessary for coordination is established. This will include teacher training and retraining in line with the revised approach and strengthening of pedagogic supervision by the establishment of an inspection unit. The programme for women's education foresees the establishment of 8 centres for training women and girls in practical homecraft, child care and health and nutrition activities. *Animatrices* (promotion workers) and supervisors will also be trained.

4. Niger

Commitments: As of 1st January 1973, there remained $160,000 unimplemented in existing commitments. In May 1973, the UNICEF Executive Board approved new commitments under a single programme entitled Services for Children, for $1,590,000 to cover the four-year period 1974-1977.

Programmes: 1973 will see the continuation of sectoral programmes. In Health, UNICEF is engaged in the training of personnel, equipping rural dispensaries, pharmacies, maternity and MCH centres, BCG vaccination and disease control. The "*Animation*"(promotion) programme involves aid to women's community centres, poultry raising, and supplementary equipment to a milk plant. In Education, assistance is directed to the production of material for correspondence courses and the Teacher Training School, and transport and equipment for primary school inspection service.

In the new assistance programme, in addition to the continuation of sectoral programmes, the Government intends to implement, with the participation of various UN agencies and UNICEF, a co-ordinated regional development strategy including a systematic attempt at integrating economic activities and social programmes with community participation. The objectives are to ensure that the rural population receives a minimum of the essentials of life (water, fodd), and of services (health, schools), to preserve and improve the environment (sanitation, housing), improvement of the workload of women (handly tools, etc.), vocational training of young people, etc.

Special attention is drawn to the long-range regular rural water supply component which represents $421,600 or 27 per cent of the UNICEF input for four years. Separately, the Board has "noted" a proposed $300,000 project for a possible donor to provide water adduction equipment for setting up collective fountains which would make safe water available to communities which do not have regular water supply.

5. Senegal

Commitments: The latest commitment for Services for Children was $471,000 approved in 1972 for the period 1972-1974. Of this, $311,000 remained in January 1973 for use during 1973 and 1974. Separately there is an outstanding commitment of $217,500 in the milk conservation programme for use in 1973 and 1974. There was no new recommendation submitted to the 1973 Board.

Programmes: In the Health component, the assistance comprises equipping maternities and health posts, transport for supervision of services and advanced training, training grants for refresher courses for midwives, a BCG/TB mass campaign, leprosy control, health education and environmental sanitation (there is no large-scale water supply component).

For the women's technical education project, UNICEF provides supplies and equipment for the school for teaching staff, who later provide practical courses to women in nutrition, domestic science and child rearing. Educational radio, which among other things publicizes health and women's education activities in rural areas, has been a success, and UNICEF now supports the establishment of broadcast programmes on a regional basis.

There is a special assistance programme directed toward refugees, in the form of drugs and equipment for health centres, and furniture and equipment for a Friendship School in Teranga.

6. Upper Volta

Commitments: Out of the latest commitment in 1970 for $961,000 for mid-1970 to mid-1973, the unimplemented portion as to January 1973 of $594,000 is sufficient to carry the programme through 1974. No recommendation for regular funding was presented to the 1973 Board, but only $400,000 for "noting" (see Health Services below).

Programmes: UNICEF is engaged in a co-ordinated programme of services benefiting children of which the sectoral components are:

Health services: Government plans do not at present include a major expansion in the infrastructure, but concentrate on a better utilization of available services and the continuation of the successful mass campaigns to combat contagious diseases such as leprosy, tuberculosis and trachoma. The training of auxiliary health personnel has improved in quality, but it is hampered by inadequate facilities. Construction of a new school is envisaged, subject to the availability of an outside donor ($400,000 recommended to the UNICEF 1973 Board for "noting").

Education: Part of UNICEF's assistance has been directed to a special rural education programme to provide basic instruction and agricultural and civic training for children who have not attended primary school The number of centres has grown to nearly

800. Before any further expansion, an evaluation is being made by the newly-created planning section in the Ministry of Education, and UNESCO, with a view to instituting reforms for more effective teaching methods and a better acceptance of the training scheme by the communities.

In primary education , UNICEF aid has been provided in the form of equipment and transport for basic teacher training, to some experimental schools for educational reform, and for in-service refresher courses for teachers. The latter is organized by the Centre for Documentation and Refresher Training which also produces periodicals and documents to guide teachers in new teaching techniques.

Social services: Twenty-one urban and sub-urban centres provide women general, health and nutrition education, as well as tackle community social problems. In rural areas, village women leaders (animatrices) are trained to stimulate interest in community activities and to create women's clubs. Experimental work has begun in selected areas to promote "urbanized model villages" (water and electricity supply, other services) through community self-help and investment.

The rural water supply programme is underway with the collaboration of various services, but progress in the preparation and training has been slow, hampered by lack of budget (a situation that prevailed in late 1972; the drought situation may have accelerated the activities). The three-year plan calls for 180 wells.

UNICEF, NYHQ
Africa Desk
22 June 1973

SAHAL DROUGHT

Speech by Mr. Saunders, Deputy Director, Africa Bureau, UNDP
at meeting in Geneva, 28 June 1973

UNDP has welcomed the actions of the Secretary-General, and of the Director General of FAO, in responding to the crisis of drought in the Sudano Sahelian region, and has already made some contribution to the efforts by UN and FAO, as well as relating UNDP's own efforts to theirs.

In the most immediate emergency period UNICEF and UNDP joined forces to finance a programme of well drilling and improvement in the six countries, at a cost of approximately $3.7 million, whose main object was to reinforce and expand the work of well digging brigades already on the spot. Earlier UNDP had begun to finance, at a cost of approximately $100,000, an FAO team of animal production, livestock and transportation specialists which started in March to assist the six governments to take immediate measures for the livestock population. We had also put at FAO's disposal the services of the six resident representatives to assist in the FAO and WFP emergency programme of food and seed distribution.

The Assistant Administrator of the UNDP Bureau for Africa has visited West Africa, and has had a number of discussions with the six governments - and these exchanges are still continuing, in close consultation with Mr. Bradford Morse and FAO in particular - to ascertain their views on the role of the UNDP financed programme, now and later. With the establishment of the Comité Permanent, based in Ouagadougou, and appropriate representation there of the Secretary-General, FAO and UNDP, it is UNDP's view that in West Africa there will be the minimum mechanism required to help in shaping the work of the UN family of organizations, in support of the objectives of the six governments. Through the Comité Permanent and the technical meeting which it will hold in August, we should have the first response of the governments to the question of how on-going activities can be closely associated with mid and long term programmes, and what especially needs to be done if the crisis persists into 1974.

UNDP has also begun to review the country programmes of the six countries, to see what can be done both in the short and the longer term, if the governments decide to revise their country programmes. The total of the indicative planning figures of the six for the five years, 1972 through 1976, is $53,200,000, and there are already substantial activities financed through this source. It would seem that an adaptation of projects already in being or about to be launched might be of assistance, now and later.

At the same time the review carried out so far shows there are fewer projects in the making - whether or not related to drought problems - than there were in the past. Firm conclusions cannot be reached until after the resident representatives have examined the whole matter with the six governments, but it is possible that we may not have as much room for manoeuvre through the revision of the programmes, as would at first appear.

We share the hope of everyone, that there will be a substantial and continued response throughout the world, to the appeals for help. In this connexion, we look forward with great interest to the outcome of tomorrow's meeting. It is no reflection upon donors if I say that the experience of recent years has taught us that the prudent planner prepares for various contingencies, and in that spirit we have noted that when the special funds will be exhausted, the only significant source of funds in the UN family is UNDP, and particularly those available through the country programmes. It is all the more incumbent on UNDP to work very closely with other organizations, and for them to keep in view this residual source of funds.

Bearing in mind these considerations, I should like to end with two conclusions which seem to us to be important. The first is that the crisis is still here, and that, while we work on long as well as medium term responses, we need to keep firmly before us the consideration that the future can only be planned firmly when we have a reasonably good idea of the shape in which the region has emerged from the stage of emergency. We are forming a clearer picture of the situation but at the moment our impression is that an emergency situation will persist at least until the rainy season of 1974. If that is so, we must know when the critical stage seems likely to end, and have some idea of the size and nature of the problems which will be its legacy, so that we can be more realistic and effective in our longer range economic planning.

The second consideration is that it is exceedingly important that the appeal by the Secretary-General should succeed, and that there should be funds to help, not only in the immediate crisis, but over the mid and long term also. It would then be possible to consider, with the six governments, whether some part of the financial resources available under the country programme might be devoted to the preparation of good project requests which could be financed from other sources. This would call for the closest cooperation among all concerned, beginning with the participating and executing agencies, and UNDP is ready to discuss such a possible course of action with all who might be interested.

Finally, may I say that UNDP considers it important to the success of our common endeavour that the Secretary-General should plan a very active role in leading and coordinating the work of the UN system in its response to this great tragedy. The role should lead him to exercise close coordination of all fund raising activities. He need not attempt all fund raising himself, but it is essential that he orchestrate the efforts. And he should exercise a broad oversight of those programmes of the UN system which are responding to the drought, for as long as may be necessary to assure a return to the normal system of programming. It seems to us in UNDP that the coordination of fund raising and programming must be closely linked, if we are to succeed in either one, and we are ready to give the fullest possible support to the Secretary-General in his efforts.

PRESENT UNDP/FAO SUPPORTED ACTIVITIES IN THE SAHEL ZONE THEIR RELEVANCE AND EFFECTIVENESS FOR LONG-TERM DEVELOPMENT

A long-term development strategy for the Sahel Zone must of necessity be directed to the attainment of two basic objectives: self-sufficiency in food grains and the maximum livestock production consistent with agricultural development and the maintenance of the ecological balance. At present, known exploitable natural resources in the zone are poor, confined almost entirely to the agricultural and livestock sectors and their development is limited by

- shortage of trained manpower at all levels;
- poor internal and external transport facilities;
- centralization of government administration, economic and consequently development activities in the capital area;
- inefficient and underdeveloped marketing structure;
- lack of knowledge about resource quantity and distribution;
- limited financial resources;
- existence of social and political attitudes among the elite, divorced from the realities of the country's situation, resulting in a certain estrangement from the rest of the population.

The operation of these constraints makes it imperative to consider the development of these countries not only at the sub-regional level but in the context of the region as a whole including the comparatively wealthier coastal countries. Development actions to attain these basic objectives must be directed to removing these constraints and integrated in a development strategy at the country and regional levels. In view of the difficulty of achieving effective international cooperation in the region, implementation of most activities will necessarily be at the national level; however, the solution of certain problems such as the marketing of livestock and meat requires a regional approach and political agreement.

At present approximately $33 million have been spent or are earmarked for expenditure under the UNDP/FAO technical assistance programme in the six countries. Roughly one quarter of the projects are in the field of extension, training and institution-building, another quarter carry out resource surveys, pre-investment studies and zonal development planning at the country and regional levels, while the rest are concerned with crop research and development. They have usually been conceived to answer the question what, but not often the question how to develop. The projects have tended to be formulated in isolation, their objectives have not been integrated in the framework of a wider development strategy, the consequences, negative or positive, of their successful attainment on other social and economic parameters have not been elucidated, and the need to involve people and to strengthen the institutional capacity for development has been neglected. Moreover in determining the form technical assistance should take and the length of time over which it should be extended, sufficient account has not been taken of the constraints on development noted above. Finally, the efficiency and effectiveness of external technical assistance has been further limited by the lack of coordination between executing agencies in the UN family and by the fact that some bilateral agencies have tended unwittingly to distort development by concentrating their aid on crops of greatest interest to metropolitan markets.

On the whole most of the projects in the present and proposed programme will contribute to filling gaps in knowledge of resource endowment and present utilization and providing solutions to technical problems. Their development generating impact which at present is likely to be slight because of the above considerations, could be greatly increased by linking them within a regional development focus for the Sahelian Zone. This might take the form of pilot integrated zonal development projects in each country covering the Sahelian as well as the Sudan Zones and incorportating the activities now undertaken by individual projects and others that may prove necessary. These projects would be implemented in each country by a special Sahel Zone development authority with financial and administrative autonomy under the direct responsibility of the Minister of Agriculture.

This approach could be modeled on that of the UNDP/FAO assisted Agricultural Training Centre for middle-level agricultural technicians at Matourkou in Upper Volta in which an experiment in agriculture and livestock integration on a small scale is being made. Training is given at the school in the context of a rural development programme at the village level in which sedentary farming, improved cultural techniques, animal traction and improved cropping patterns have been introduced and technical backstopping, credit and other inputs provided.The programme is being carried on with effective support from research institutions and other Government technical departments. The results so far obtained although incomplete seem to indicate the validity of the approach and the usefulness of testing its applicability throughout the region on a larger scale. They confirm, however, that because of the level of development of the region, development programmes and consequently external technical assistance, to be effective, must be conceived over a much longer period of time than has hitherto been the rule and must be designed to carry out integrated action to modify the existing economic, social and technical parameters.

Finally because of the likelihood of increased recurrence of drought and the long period necessary for the countries in the region to attain self-suffiency in food grains, a substantial element of emergency assistance will need to be built into the programme, which should also be coordinated to the greatest extent possible with that of the bilateral aid donors. Effective coordination of WFP and UNICEF inputs with the overall UNDP programmes can go a long way in this direction.

On-going Agricultural Development Projects Supported by UNDP

Country	Code	Title	Period	Earmarking US$
Chad	CHD/69/3	Development of Animal Husbandry	1970-73	300 000
	CHD/69/2	Market Gardening	1970-75	156 000
	CHD/69/5	Poultry Production	1970-73	72 000
	CHD/69/4	Protection and Development of Wildlife	1970-74	104 000
	CHD/70/1	Management of Public Bodies dealing with Primary Products and Price Policies	1970-73	26 500
	CHD/71/2	Reforestation	1971-74	92 000
Mali	MLI/71/518	Rice Seed Multiplication Centre	1970-75	687 400
	MLI/71/523	Improvement and Modernization of Marketing of Livestock and Meat	1971-76	1 376 000
Mauritania	MAU/71/509	Assistance to Agricultural Education and Extension Centre, Kaedi	1965-73	2 249 400
	MAU/72/004	National Agricultural Extension Station		108 000
	MAU/69/503	Studies for the Development of the Gorgol Valley	1969-72	991 600

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Country	Code	Title	Period	Earmarking US$
Niger	NER/70/516	Agricultural Development Dallol Maouri	1972-76	1 705 000
	NER/71/521	Industrialization Millet	1971-73	942 000
Senegal	SEN/64/505	Food Technology Institute	1965-74	2 057 000
	SEN/66/508	Survey and Development of Pelagic Fish Resources	1968-73	1 273 600
	SEN/71/522	Development of the Casamance Forests	1972-73	305 800
	SEN/71/510	Horticultural Development	1971-74	721 000
Upper Volta	UPV/68/507	Agricultural Centre Matourkou	1969-73	2 098 400
	UPV/68/008	Agricultural Extension	1972-74	73 000
	UPV/69/006	Rice Cultivation	1972-74	101 900
	UPV/71/003	Cotton Phyllodia	1972-75	431 100
	UPV/71/006	Forestry Legislation	1972	30 000
	UPV/72/006	Assistance to OCLALAV	1973	3 700
	UPV/72/035	Rice experimental centre	1973-75	260 000
	UPV/72/007	Strengthening the Department for Rural Development	1973-76	1 425 000
			TOTAL	17 590 400

B) Regional Code	Title	Period	Earmarking US$
RAF/71/269	Agricultural Development Centres in Lake Chad Basin	1973-75	1 725 000
RAF/65/061	Hydro-Agricultural Survey of Senegal River Basin	1967-74	3 709 800
RAF/68/114	Agricultural Research in the Senegal River Basin	NTE VI/73	2 121 300
RAF/68/061	Hydro-agricultural Survey of the Senegal River Basin	1973-74	1 000 000
RAF/70/181	Documentation Centre for Senegal Basin Development Programme	1970-72	219 200
RAF/71/268	Livestock Development in Assale-Serbewel Districts	1973-77	1 257 000
RAF/71/220	West African Rice Development	1971-74	960 000
RAF/67/087	Control of Grain Eating Birds	1973-77	1 800 000
RAF/71/146	Research on African Migratory Locust	1973-75	1 000 000
RAF/70/248	West African Livestock Development Study	1973-75	233 000
RAF/73 (2)	Pilot Project for Increased Meat Production (proposal)	1975-78	1 200 000
RAF/72/(15)	Assistance to CIEH (proposal)	1973-74	30 000
RAF/73/(4)	Prevention of Further Spread and Rehabilitation of the Marginal Areas of the Sahara (proposal)		
	Total Regional Projects		15 255 300
	Total National Projects		17 590 400
	GRAND TOTAL		32 845 700

MEDIUM AND LONG-TERM PROGRAMMES OF ASSISTANCE TO THE DROUGHT-STRICKEN AFRICAN COUNTRIES OF THE SUDANO-SAHELIAN REGION

1. The Minister of Agriculture and Animal Husbandry of Upper Volta, the Minister of Production of Mali, the Minister of Rural Development of Mauritania, the Minister of Rural Economy of Niger and the Minister of Rural Development of Senegal met in Ouagadougou on 26 and 27 March 1973 to consider various problems their countries were facing as a consequence of the drought which struck them. They decided, inter alia, to implement a joint programme of action against the drought, and agreed on a number of measures such a programme should contain. They also requested international organizations and friendly countries to assist them in the implementation of that programme and they set up a permanent interstate committee in charge of co-ordination of all the actions which will have to be taken against the drought in their area. The text of resolutions 2, 3, 4 and 5 they adopted is available as Appendix 1 to the present document.

2. At its 1857th plenary meeting on 18 May 1973, the Economic and Social Council adopted resolution 1759 (LIV) on Aid to the Sudano-Sahelian populations threatened with famine by which it called upon the Secretary-General "to organize as soon as possible, in collaboration with the organizations of the United Nations system, in particular the United Nations Development Programme, the International Bank for Reconstruction and Development, the International Monetary Fund and the Economic Commission for Africa, as well a as the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Atomic Energy Agency, the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization, the United Nations Children's Fund, the United Nations Fund for Population Activities, the World Food Programme and the International Labour Organisation, each within the framework of its terms of reference, the necessary assistance action in order to respond to the requests of the Governments of this region with regard to their medium-term and long-term needs".

I. Problems involved

3. Resolution 4 adopted by the Ministers of the drought-stricken countries spells out a number of problems to be tackled (see the text of that resolution in Appendix 1). These concern:

(a) Water resources. There is need to ensure that water could be available all year round for the needs of human beings, of animals, and for agricultural purposes.

(b) Development of meteorological and hydrometeorological services

(c) Better utilization of lands for agriculture and livestock development.

(d) Modernization of agriculture with a view to enabling the peoples of the countries concerned to become self-sufficient in food production.

(e) Better management of animal production through a suitable organization of grazing lands, fodder production, improved breeding and feeding, better marketing organization, etc.

(f) Protection of environment and bridling of the encroaching desert.

(g) Research to be undertaken on unresolved issues.

(h) Education and training of the populations concerned in order to enlist their full participation in achieving the objectives of the action programmes.

4. Many of these problems being inter-related, it would appear advantageous to develop their solutions in an integrated manner, taking into account the stock of scientific information available on each of the subjects involved. This explains why UNDP has suggested the convening of "a meeting of specialists the drought-stricken countries and from the rest of the world which would propose technical responses to the wide range of problems involved, in order to meet the collective wishes expressed by the Governments of the area at their March 1973 Ouagadougou meeting".[1]

5. The problem also arises of how to finance detailed action programmes which the Governments of these countries may adopt in due course.

II. Action taken or envisaged by the organizations of the United Nations system

6. It is worth recalling that many organizations of the United Nations system, among them UNDP, have been actively engaged in finding lasting solutions to the development problems faced by the Sudano-Sahelian countries, problems which the recent drought has dramatized. Without attempting to present an exhaustive picture of past and on-going activities undertaken by these organizations, it might be interesting to note two instances. The first is that in October/November 1966 UNDP and FAO jointly organized in Khartoum (Sudan) the Meeting on Savanna Development which examined various problems of interest to the Sudano-Sahelian countries and recommended a series of measures with a view to solving these problems. It would be appropriate to up-date the information provided at that time before considering the implementation today of recommendations which were made at that meeting. The second instance is that, considering that the availability of water was the key factor to the development of the Sudano-Sahelian area, UNDP has been involved since 1965 in the financing of river and lake basin development projects of interest to the countries concerned (Senegal river basin, which involves Mali, Mauritania and Senegal; Niger river basin of special interest to Mali and Niger; Chad lake basin which concerns particularly Chad and Niger). The UNDP-financed project for the eradication of onchorcesciosis in the Volta river basins, which is of paramount importance

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[1] cf. Opening statement by Mr. Rudolph A. Peterson, UNDP Administrator, to the sixteenth session of the Governing Council, Geneva, 6 June 1973.

to Upper Volta, is also geared towards the same objective, the control of water resources for development purposes. This aim also justifies a number of underground water projects supported by UNDP and the United Nations in most of these countries, particularly in Chad, Mauritania, Mali, Niger and Senegal.

7. With reference to the Economic and Social Council resolution 1759 (LIV) quoted above in paragraph 2, the Secretary-General has sent to the Executive Heads of the organizations of the United Nations system, on 4 June, a letter inviting them to a meeting to be held in Geneva on 28 and 29 June 1973, one of the purposes of which is to share information within the United Nations system so that it can respond more effectively in combatting the drought problem. In his letter, the Secretary-General referred to the deep interest of a number of potential donor Governments and organizations in the medium- and long-term problems of the Sudano-Sahelian zone and of his intention to invite their representatives to participate in the meeting on 29 June. The full text of the Secretary-General's letter is reproduced as Appendix 2 to this document.

8. The Secretary-General has also established in New York, on a temporary basis, a small unit which will work closely with the Sudano-Sahelian Governments concerned to develop medium- and long-term assistance programmes. Assistance from UNDP is expected for the functioning of that unit. The Secretary-General further endorsed the suggestion made by UNDP for the convening in Africa of the technical meeting mentioned in paragraph 4 above, where, in close co-operation with the African Governments concerned, medium- and long-term assistance programmes will be worked out to the extent possible. As stated by the Administrator in his opening remarks on 6 June, UNDP is prepared to sponsor that meeting.

9. Apart from the above-mentioned contributions which UNDP is willing to make, two specific measures have been taken by the UNDP secretariat as a follow-up to Economic and Social Council resolution 1759 (LIV).

(a) Special assistance to the six countries in the field of water resources

Following the mission jointly fielded in April 1973 by UNDP, United Nations and FAO on problems of water, which visited the six drought-stricken countries, UNDP and UNICEF have agreed, subject to approval of the Governments concerned, to finance immediately the most urgent operations recommended by the mission and covering both emergency and medium-term needs for a total cost of $3,675,000 of which UNICEF will provide $850,000 and UNDP $2,825,000.

(b) Review of UNDP-financed on-going projects approved for these countries whether on a national basis or at the regional level with a view to ascertaining how far they could contribute to the solution of problems related to the drought situation and whether they need strengthening or modification in order to maximize their impact in alleviating these problems. Projects submitted to UNDP for approval and projects available in the reserve lists of approved country programmes are also being reviewed in the same spirit. It is hoped that the result of these reviews will be made available at the 28 June Inter-Agency Meeting convened by the Secretary-General in Geneva.

10. It is also expected that the Inter-Agency Meeting of 28 June will provide information on measures already taken or planned by other organizations of the United Nations system.

III. Financing of medium- and long-term assistance programmes

11. Considering the magnitude of the problems which should be tackled, it is obvious that contributions for the financing of medium- and long-term assistance programmes in favour of the countries concerned should be made by as many sources of aid as possible both within and outside the United Nations system. It seems premature at this stage to assess the cost of such programmes yet to be elaborated in greater detail.

12. Insofar as the UNDP contribution is concerned, it is anticipated to fall under the following four categories:

(a) Assistance at the national level through a better utilization of UNDP resources in order to devote a larger proportion of them to activities which will be identified in the medium- and long-term assistance programmes.

(b) Assistance at the subregional and regional levels through the implementation of multinational projects of interest to many of the countries concerned.

(c) Assistance at the interregional and global levels, particularly for the financing of research projects in the fields of agricultural development and animal production.

(d) Catalytic action aimed at mobilizing from various sources the needed external aid, in case it is felt that UNDP should play such a role.

RESOLUTION No.2 - THE MINISTERS

- of Agriculture and Livestock of Upper Volta
- of Production of Mali
- of Rural Development of Mauritania
- of Rural Economy of Niger
- of Rural Development of Senegal

meeting at Ouagadougou on 26 and 27 March 1973, having examined the conclusions of the meeting of experts on the drought in the countries in the West African subregion held at Ouagadougou on 23 and 24 March 1973,

CONSIDERING the unusually serious effects of the drought in their respective countries,

CONSIDERING that the persistence of the drought is a danger to the economic and social development of the zone,

CONVINCED of the need for joint action by the countries affected, in the light of a better knowledge of the factors, giving rise to drought,

DECLARE their joint determination to deal with this disaster;

RESOLVE to put into operation a programme of joint action based on as complete as possible a study of the phenomenon and of possible ways of bringing it under control;

AUTHORIZE the Minister of Agriculture and Livestock of Upper Volta to arrange for the preparation of such a study and for its submission to the aid and assistance agencies.

RESOLUTION No.3 - THE MINISTERS

- of Agriculture and Livestock of Upper Volta
- of Production of Mali
- of Rural Development of Mauritania
- of Rural Economy of Niger
- of Rural Development of Senegal

meeting at Ouagadougou on 26 and 27 March 1973, having examined the conclusions of the meeting of experts on the drought in the countries in the West African subregion held at Ouagadougou on 23 and 24 March 1973,

REALIZING the geographical unity of the zone in which the drought is raging,

CONSIDERING the range and magnitude of the means to be mobilized to tackle the problems posed by the drought, CONVINCED of the need for the closest co-operation among the countries in the zone,

RESOLVE to set up a standing inter-State Committee to co-ordinate all subregional action to be taken to defeat the drought. Upper Volta is hereby authorized to provide that co-ordination.

RESOLUTION No.4 - THE MINISTERS

- of Agriculture and Livestock of Upper Volta
- of Production of Mali
- of Rural Development of Mauritania
- of Rural Economy of Niger
- of Rural Development of Senegal

meeting at Ouagadougou on 26 and 27 March 1973, having examined the conclusions of the meeting of experts on the drought in the countries in the West African subregion held at Ouagadougou on 23 and 24 September 1973,

CONSIDERING that, for the last five to ten years, and particularly in the last five years, the different countries of the West African subregion have been badly hit by the drought,

HAVING made a careful analysis of the consequences of this period of drought, with particular reference to the 1972/73 crop year, which was characterized by the smallest rainfall and the poorest distribution of rain in the last 60 years (a drought of almost exactly the same acuteness was recorded in 1913).

CONVINCED that the economic and social development objectives of the countries affected cannot be attained without a programme of appropriate action to deal with the drought,

CONSIDERING the limited resources of each of the States in the subregion,

AGREE:

1. to harmonize their respective measures to counteract the drought and its consequences;
2. to institute concerted action whereby, wherever possible, they will pool their resources for the execution of large scale development projects, particularly where water is concerned (barrages, bore-holes, wells, hydro-electric works, etc.);
3. to undertake the studies needed to shed more light on climatic conditions in the subregion;
4. to draw up as soon as possible national or regional plans for reforestation and environmental protection;

5. to reinforce agronomic research with a view to making available to peasants fast-growing varieties of millet, sorghum and maize better suited to the climatic conditions of the subregion;
6. to develop a programme of standby food stocks;
7. to reinforce and co-ordinate their research on animal husbandry and fodder plants suited to the subregion;
8. to promote a sound policy of investment for the improvement and protection of pastures;
9. to encourage the holding of periodic meetings by the heads of the national bodies concerned with drought;
10. to appeal to external aid agencies to assist in the implementation of a number of the above projects.

RESOLUTION No.5 - THE MINISTERS

- of Agriculture and Livestock of Upper Volta
- of Production of Mali
- of Rural Development of Mauritania
- of Rural Economy of Niger
- of Rural Development of Senegal

meeting at Ouagadougou on 26 and 27 March 1973, having examined the conclusions of the meeting of experts on the drought in the countries in the West African subregion held at Ouagadougou on 23 and 24 March 1973,

CONSIDERING that the several countries of the West African subregion have been seriously afflicted by drought in the last five to ten years,

CONSIDERING that ignorance about the nature of drought is a serious handicap in the quest for possible solutions,

CONVINCED of the need to undertake as soon as possible the studies needed to obtain a thorough understanding of climatic conditions,

CONSIDERING the need to undertake these studies in the subregional framework.

RESOLVE

to undertake studies for:

1. the identification and quantification of shortages of rain throughout the Sahel;
2. the detection of a possible drought cycle;

3. the general application of the possibility of inducing rain;
4. a better understanding of the tropical climate.

REQUEST

the specialized international agencies and friendly countries to assist in the attainment of the above objectives.

Letter addressed by the Secretary-General to the Executive Heads of the United Nations Agencies on 4 June 1973

1. I have the honour to refer to Economic and Social Council resolution 1759 (LIV), a copy of which is attached for your information. In paragraph 5 of that resolution, the Council called upon me to organize, as soon as possible, in collaboration with the organizations of the United Nations system, the necessary assistance action in order to respond to the requests of the Governments of the Sudano-Sahelian region with regard to the medium-term and long-term needs arising from the devastating drought which has plagued the area for several years.

2. In this connexion, I have enclosed copies of resolutions adopted on 26 and 27 March 1973 at Ouagadougou by Ministers from the affected countries regarding the critical problems which have resulted from the drought. These resolutions provide a preliminary indication of the views and requirements of the countries concerned for medium-term and long-term action.

3. In anticipation of more detailed requests from the respective countries, I have asked Under-Secretary-General Bradford Morse to convene a meeting at the Palais des Nations in Geneva on 28 and 29 June 1973, in order that all concerned United Nations programmes and organizations may undertake the preparation of a co-ordinated and comprehensive programme designed to respond to the mandate of the Economic and Social Council and to meet the needs of the Governments of the affected countries as they are presented. I invite you, or a senior official of your staff whom you may designate, to take part in this meeting.

4. It is hoped that the meeting will enable all elements of the United Nations system to exchange information as to the assessment of needs and share with other participants any preliminary plans which may have been developed to meet the medium-term and long-term needs of the Governments of the affected countries. It is also hoped that at this meeting a comprehensive strategy can be designed to meet those needs and to develop a management mechanism for the United Nations system which will ensure co-ordinated action.

5. Although the first day of the meeting, Thursday, 28 June, will involve only officials of the United Nations system, because of the deep interest of a number of potential donor Governments and organizations in the medium-term and long-term problems of this zone, it is my intention to invite their representatives to join the meeting on the second day, Friday, 29 June, in order to ensure maximum co-ordination of efforts by all parties in preparing to respond to anticipated requests from Governments. Mr. Morse will be in contact with you at an early date about this matter.

Yours sincerely,

(signed)

Kurt Waldheim

Summary of statement of H. Gille, UNFPA:

Welcome the invitation. Regret we had no time to prepare a paper.

Role of UNFPA:

No contribution to disaster programme, but have responsibilities in medium and long-term programme in particular in following areas:

1) Assist in providing necessary population data required for economic and social development planning. Five of the six governments in the sub-region concerned have recently requested major assistance from UNFPA for census-taking. Most of them have never taken any population census. Total assistance requested about to $3 1/2 million and the Fund hopes to meet a major part of the needs within the framework of the African Census Programme. One country has also asked for assistance on study of fertility trends.

2) Contribute to building up maternal and child health services and family-planning facilities. One Government has already requested for advisory services. May also assist in dealing with migratory movements which may be a major problem in these countries as a result of the disaster situation.

3) Co-ordinate population programmes undertaken by various organizations within and outside the UN system.

Other areas, such as formulation of population policies which are not yet important may be very important in view of the ECA statement about the major cause of the disaster, namely unbalanced growth of human and animal populations in relation to natural resources.

LA COOPERATION DU BUREAU INTERNATIONAL DU TRAVAIL A LA LUTTE CONTRE LA SECHERESSE DANS LES PAYS DU SAHEL

BIT
GENEVE
Juillet 1973

TABLE DES MATIERES

Pages

I. ANALYSE DE QUELQUES PROJETS DU BIT DANS LES PAYS DU SAHEL 1-8

1. Actions de formation 1
2. Actions pratiques pour le développement de l'artisanat 5
3. Développement rural 6
4. Projets relatifs au développement de l'emploi 8

II. ACTIONS POSSIBLES 10-50

A. MESURES D'URGENCE EN FAVEUR DES REFUGIES RURAUX AFFLUANT DANS LES AGGLOMERATIONS 12-15

1. Equipes d'intervention ✓ 12
2. Un service volontaire national de la ✓ jeunesse 12
3. Quelques actions techniques à court ✓ terme 14

B. MESURES A MOYEN ET A LONG TERME : CONTRIBUTION A UN PROGRAMME DE RECONSTRUCTION RURALE POUR LES PAYS DU SAHEL 16-39

1. Enquête sur la situation démographique dans les régions touchées par la sécheresse 16
2. Un programme de petits travaux ruraux 17
3. Le renforcement des communautés et le développement des institutions rurales 19
4. Le développement des actions de formation . 25
5. La promotion des activités artisanales 33
6. Problèmes particuliers des populations nomades 36

C. LE RECLASSEMENT DANS LES VILLES DES REFUGIES RURAUX 40-42

D. ACTIONS INTERESSANT PLUSIEURS PAYS DU SAHEL 43-47

1. La mise en valeur du bassin du fleuve Sénégal 43
2. La mise en valeur des terres de la région du delta intérieur du Niger 44
3. Echange d'informations entre les pays du Sahel 45
4. Les migrations interétats 46

E. LA COOPERATION INTERAGENCES 48

ANNEXE 51-52

I. ANALYSE DE QUELQUES PROJETS DU BIT DANS LES PAYS DU SAHEL

Depuis près de dix ans, le BIT a mis en oeuvre dans les pays du Sahel des programmes de coopération technique destinés, en grande partie, aux populations rurales. Certains sont terminés, d'autres vont l'être dans un avenir proche, d'autres enfin ont été retenus dans la programmation de certains pays. Ces programmes ont une caractéristique commune : ils ont été adaptés aux réalités du monde rural et ont eu pour objet de faire évoluer ce dernier dans un cadre dynamique et moderne. Quoique le problème de la sécheresse et ses conséquences n'aient pas fait l'objet d'une orientation spécifique des projets du BIT, il en a été tenu compte comme d'une donnée fondamentale susceptible d'orienter tout ou partie de certains projets vers des réalisations pratiques.

* * *

1. Actions de formation

Au Sénégal, onze centres de formation d'agriculture, d'artisans, de femmes rurales ont été créés dans le cadre du projet de formation rurale (SEN 71/526). La troisième phase de ce projet prévoit la création de trois centres supplémentaires : l'un dans la région arachidière, le second, pour les cultures irriguées, dans la région du fleuve Sénégal, l'autre enfin, pour la pêche, à Joal. Parmi les centres existants, plusieurs intéressent des régions directement touchées par la sécheresse : ceux de Lagbar (élevage), de Missira (agriculture et artisanat) et d'Ogo (agriculture).

L'accent sera mis, pendant cette troisième phase, sur la création des centres supplémentaires, la formation et le recyclage des instructeurs et le transfert de l'ensemble du projet à l'administration sénégalaise. La FAO collaborera à cette phase.

Le bon fonctionnement du projet SEN 71/526 constitue en soi une importante contribution aux problèmes de formation liés à la sécheresse, et il ne semble pas nécessaire de prévoir une réorientation du projet en fonction des nécessités du programme de lutte contre la sécheresse.

Au Mali, le BIT est responsable de deux projets de formation : l'un, Mali 72/006, forme des instructeurs et des agents de vulgarisation agricole; l'autre, Mali 68/510, a pour objet la formation de centres d'orientation pratique.

Le projet Mali 72/006 a deux actions distinctes : la formation de moniteurs dans les trois centres d'apprentissage agricole (CAA) de Samé, de M'Pesoba et de Samanko; le contrôle de plus de quarante centres d'animation rurale (CAR) épars dans l'ensemble du pays.

Le projet Mali 68/510 a pour objet l'ouverture de "Centres d'orientation pratique", recevant des élèves issus de l'école primaire pour les former au métier d'agriculteur ou d'artisan. Huit centres sont ouverts; le Plan quinquennal prévoit l'ouverture de vingt centres supplémentaires. En plus, une action de formation des maîtres pour la ruralisation de l'école primaire est entreprise par le projet.

La FAO et l'UNESCO ont coopéré avec le BIT à l'exécution de ces projets, l'UNESCO, par exemple, en formant les maîtres et maîtresses des COP dans les établissements de Katibougou et de Segou. l'UNICEF et le PAM ont également aidé le gouvernement du Mali dans leur mise en oeuvre.

La fusion de ces deux projets est prévue, sous réserve de l'accord du gouvernement du Mali, afin d'en améliorer la gestion; les deux projets réunis seront prolongés pour une durée de trois années. L'extension des centres d'apprentissage agricole, l'ouverture de nouveaux centres d'animation rurale et des centres d'orientation pratique permettront, sans doute, de répondre aux besoins des régions touchées par la sécheresse, mais il s'agit là d'options à prendre par le gouvernement qui doit décider si, par exemple, les moniteurs formés par les CAA seront affectés dans les régions déshéritées ou si, au contraire, ils le seront dans celles où leur activité serait la plus rentable. C'est pourquoi l'ouverture d'un CAA à Gao, formant des moniteurs bien adaptés aux régions désertiques, serait très souhaitable.

En Haute-Volta, le projet UPV 71/514 a pour objet la formation des artisans ruraux de service et l'installation d'un centre national à cette fin. Un autre projet (UPV 71/012) a pour but l'organisation des petites entreprises villageoises. Ces deux projets tendent à moderniser les régions rurales par la multiplication des artisans, l'assistance à la modernisation de l'agriculture, l'introduction de l'énergie électrique, etc. De nombreuses leçons peuvent, dès à présent, être retirées des activités de ces projets, par exemple la nécessité de prévoir des mesures pour aider les artisans formés à s'installer.

Quoique ces deux projets ne concernent pas directement les zones de la Haute-Volta touchées par la sécheresse, on pourrait envisager pour les villages du nord du pays un projet qui comporterait la réalisation des infrastructures de lutte contre la sécheresse et le rétablissement du cycle de l'eau à partir d'actions de reboisement, de restructuration et de régénération des sols et de mise d'eau en réserve. Une action dans ce sens a été conduite avec plein succès au Centre de perfectionnement agricole de Goundi.

Un programme expérimental pourrait être proposé pour un village témoin de la zone de sécheresse; il ferait ressortir l'orientation nouvelle à donner au projet, les besoins nouveaux en spécialistes, en équipement, etc.

Au Niger, une enquête récente a souligné l'importance de la contribution de l'artisanat sous toutes ses formes au développement économique et à la lutte contre le sous-emploi rural. Au Tchad, un projet maintenant terminé a abouti à la création de nombreux artisans de service dans le sud du pays; des activités du même type pourraient se développer dans la région du Ouadaï - s'appuyant sur l'actuel projet de développement rural - dès que la situation redeviendra normale.

En Mauritanie, le problème des jeunes quittant l'agriculture préoccupe le gouvernement,et le BIT a été chargé de préparer un projet de préformation rurale, dont l'objectif serait de donner aux jeunes déjà scolarisés le désir de travailler la terre dans la perspective d'une agriculture moderne et productive. Le projet prévoit l'ouverture d'un centre de formation d'instructeurs à Rosso et la création de centres de préformation dans divers endroits du pays. Une coordination serait assurée avec le Centre d'éducation et de vulgarisation agricoles de Kaedi, assisté par la FAO. Il est à espérer que ce projet recevra finalement le financement nécessaire.

Il ne semble pas que les problèmes nés de la sécheresse doivent entraîner une réorientation des propositions revues dans le rapport sur la préformation en Mauritanie,sauf en les rendant encore plus actuelles; l'installation des jeunes dans les casiers rizicoles de la Vallée du Sénégal devra, en effet, s'accélérer par suite de la pression de la population arrivant dans les villes et les villages.

2. Actions pratiques pour le développement de l'artisanat

Les actions pratiques pour le développement de l'artisanat traditionnel sont innombrables. Un exemple peut être donné par la création du Centre de formation et de production de tapis noués en Mauritanie.

Depuis plusieurs années, le BIT a, en Mauritanie, participé à la mise en place et au fonctionnement d'un centre pour la formation et la production de tapis noués, ainsi que d'autres produits à base de laine de mouton. Le projet auquel le BIT a participé avait initialement une orientation purement sociale et a réussi à créer un nombre considérable de postes de travail pour des femmes.

Bien que pendant les premières années du projet la production de tapis ait été assurée avec des filés de laine importés, après quelque temps, des essais ont été faits pour leur substituer ceux d'une filature (manuelle) locale.

La production est vendue par l'organisation de contre-partie "l'Office mauritanien du Tapis". Le rendement de l'exercice est marginal, mais la production est vendue régulièrement.

Le projet ainsi décrit pourrait former un point de départ pour une action tendant à combattre, bien que partiellement, les effets de la sécheresse, surtout du fait de sa capacité de formation et de production de tapis, en utilisant des filés de laine importés provenant de pays non affectés par la sécheresse.

Dans cette optique, il y aurait lieu de considérer les facteurs suivants :

a) Par suite d'une réduction substantielle des troupeaux, un nombre considérable de bergers nomades ont quitté leurs circuits habituels dans le désert et se sont dirigés vers les zones du fleuve Sénégal et vers les villes (Nouakchott, Atar et Boutelimit) dans l'espoir de trouver des conditions meilleures pour eux-mêmes (nourriture et eau) et pour ce qui leur reste de bétail.

b) Les seules disciplines que les femmes berbères pourraient exécuter, à part des travaux domestiques habituels, sont précisément le tissage manuel; en effet, elles savent tisser sur des métiers rudimentaires mais ingénieux les tissus de tente, couvertures, kelims et, éventuellement, des tapis du genre berbère. Ceci pourrait indiquer que la période d'adaptation requise pour leur apprendre à tisser des tapis noués serait relativement courte.

Les propositions formulées pour la Mauritanie seraient éventuellement valables pour le Niger, le Tchad, le Mali, en ce qui concerne l'utilisation de la laine, le tissage de tapis et la reproduction du cheptel disparu.

D'autres types d'artisanats pourraient être promus et on pourrait penser en particulier à la préparation de cuirs, à la réservation ou prétannage de peaux et à l'artisanat du cuir, certains pays affectés, et notamment la Mauritanie et le Tchad, ayant des tanneries situées près des abattoirs.

3. Développement rural

Le Programme de développement rural du Ouadaï (Tchad)

Les multiples actions sectorielles qui seront lancées dans le cadre des programmes d'assistance devraient finalement avoir pour effet d'améliorer,d'une manière durable,les conditions de vie dans les zones rurales et de renforcer les communautés rurales afin de leur permettre d'assurer la subsistance de leurs membres et de mieux se défendre contre les calamités naturelles.

Le projet de "Développement rural du Ouadaï", lancé au Tchad par le PNUD et le BIT avec la participation de la FAO et des Nations Unies, peut apporter à cet égard d'utiles enseignements et constituer un exemple qui paraît applicable aux régions semi-arides des pays du Sahel. Visant essentiellement à susciter la participation des populations aux actions de développement et à mettre en place des institutions locales permanentes servant de support au développement, il comporte une série d'actions coordonnées touchant l'animation des collectivités, la formation des cadres locaux et des paysans, la vulgarisation agricole, la création de groupements villageois, la commercialisation et le crédit. Sur le plan pratique, ces actions ont consisté à :

- diversifier la production agricole (cultures de rapport, cultures vivrières et maraîchères, arboriculture);
- associer l'agriculture et l'élevage;
- étendre la culture attelée;
- créer des "associations villageoises de développement";
- mettre en place un système de crédit à ces groupements pour l'achat de semences, de matériel agricole et de denrées de première nécessité;
- constituer des centres de stockage des produits vivriers destinés à assurer la soudure entre les récoltes;
- faciliter la commercialisation de la production agricole;
- exploiter les ressources en eau par le creusement de puits, de mares et de "haffirs" avec la participation des populations;
- établir un centre et des sous-centres de développement assurant le perfectionnement des cadres locaux et la formation de paysans.

Le contenu du programme brièvement décrit ci-dessus correspond, sur la majorité des points, aux conditions particulières des zones qui ont été affectées par la sécheresse et il prévoit précisément les moyens destinés à en atténuer les conséquences. C'est pourquoi l'expérience acquise dans le cadre de ce projet pourrait être utilisée dans l'élaboration de propositions pour une action conjointe des organisations internationales dans les différents autres pays du Sahel.

4. Projets relatifs au développement de l'emploi

La similitude des problèmes de l'emploi dans les six pays du Sahel donne un relief particulier à l'action régionale entreprise par le BIT dans le cadre du PECTA (Programme des emplois et des compétences techniques pour l'Afrique), élément régional du Programme mondial de l'emploi.

Depuis le début de 1973, une petite équipe, qui comprendra trois experts, est installée à Dakar, avec pour mission d'aider les pays de la sous-région - y compris la zone du Sahel - à formuler des programmes pratiques, fondés sur une analyse systématique de la situation en matière d'emploi et de l'influence que peut avoir sur celle-ci la politique économique et sociale en vigueur. Parmi les moyens d'action mis en oeuvre par l'équipe du PECTA, dans le cadre de ce projet, figurent des missions de politique de l'emploi (missions de stratégie globale ou missions exploratoires, avec la collaboration du siège du BIT), des séminaires de formation des planificateurs de l'emploi, ainsi que l'appui à des projets à long terme en matière de politique de l'emploi.

Parmi les six pays de la zone sahélienne, trois ont demandé au BIT l'exécution de projets de longue durée. Au Sénégal, un planificateur de l'emploi, travaillant en coopération avec un statisticien du travail au sein d'une équipe de planification économique et sociale des Nations Unies, aidera le ministère du Plan à tenir davantage compte des aspects emploi et ressources humaines dans l'exécution du IVe Plan et dans l'élaboration du Ve Plan. Au Tchad, un planificateur de l'emploi et de la formation aura à poursuivre, pour une année encore, les travaux entrepris par un expert précédent au sein de la Direction du plan et du développement. En Haute-Volta, enfin, une équipe de trois experts du BIT exécutera, au ministère du Travail, un projet d'assistance à l'emploi et à la formation, dans le cadre d'une action de promotion de l'emploi dans le pays même. Ces experts auront évidemment à tenir compte dans leur activité des problèmes nés des mouvements de population consécutifs à la sécheresse.

II. ACTIONS POSSIBLES

Les actions d'urgence ont déjà été entreprises en 1973; cependant, la résolution n° 459 de l'ECOSOC du 6 juillet 1973 demande que "des mesures préliminaires soient prises pour éviter dans toute la mesure du possible qu'une situation critique comparable à celle de 1973 ne se présente en 1974 et 1975". Il est, d'autre part, difficile de faire une distinction entre les mesures à moyen terme et à long terme, les premières préparant les secondes.

Parmi les mesures d'urgence, ou mieux les mesures à court terme qui préoccupent le BIT, et - tenant compte, par exemple, du fait que le rassemblement de vivres est organisé par la FAO et des organisations tels le PAM, l'UNICEF ou des organismes de coopération bi ou multilatéraux, celle concernant la situation des réfugiés ruraux dans les villes est la plus importante. Des informations convergentes indiquent, en effet, un énorme afflux de réfugiés dans les grandes villes comme dans les petites agglomérations; nombre d'entre eux sont des éleveurs ayant perdu une grande partie ou la totalité de leurs troupeaux et qui ne vont pas retourner dans leurs campements d'origine. Ce qu'on connaît de la situation peut être ainsi résumé :

- De nombreux villages de la zone ont été abandonnés, en partie ou en totalité, par des familles entières, ou par les hommes partis chercher de quoi survivre dans d'autres régions. La situation dans ces villages, surtout celle des femmes et des enfants, doit être alarmante et nécessite vraisemblablement une aide immédiate non seulement en vivres mais aussi en soins médicaux et en produits de première nécessité. Il est trop tôt pour savoir si les hommes partis vont revenir avec des provisions permettant d'assurer la soudure avec la prochaine récolte.

- Parallèlement, les villes connaissent un afflux de réfugiés sans précédent; plusieurs grandes villes et de nombreux villages ont vu leur population au moins doubler. De nombreux habitants ont pu ou dû recueillir leurs parents ou des gens de leur ethnie, au nom de la solidarité africaine si forte. Il s'en est suivi, surtout pour ceux qui ont un revenu fixe, un accroissement considérable des charges, réduisant d'autant leur niveau de vie. Mais on signale déjà aux environs des agglomérations des campements plus ou moins provisoires, formés par des tribus entières de pasteurs ou de nomades, ou des groupes d'agriculteurs, qui s'installent en attendant des secours. Les conditions de vie et d'hygiène doivent sans doute être difficiles dans ces camps de réfugiés, surtout lorsqu'il s'agit, comme c'est le cas en Mauritanie par exemple, de nomades ayant perdu la quasi-totalité de leurs troupeaux.

- Une conséquence directe de cet afflux de réfugiés, liée à la pénurie de vivres, est l'élévation rapide du prix des denrées alimentaires. L'assistance internationale ne suffit pas pour abaisser les prix en distribuant des denrées alimentaires gratuitement ou à des prix abordables. L'élévation générale des prix touche ceux des produits nécessaires aux agriculteurs : semences, aliments pour le bétail, etc. Seule, une récolte très abondante permettrait la régulation de cet état de choses, mais elle paraît peu probable.

Tous ces facteurs concourent à créer dans les villes une situation instable sur le plan économique et social, en même temps qu'un bouleversement démographique qui tend à diminuer la population dans les localités directement affectées par la sécheresse et à accroître celle des villes et des autres agglomérations dans la zone.

A. MESURES D'URGENCE EN FAVEUR DES REFUGIES RURAUX AFFLUANT DANS LES AGGLOMERATIONS

1. Equipes d'intervention

L'établissement de campements provisoires, l'afflux des réfugiés chez des parents des villes risquent de causer de nombreux problèmes et des tensions sociales. Des mesures doivent être prises - si elles ne l'ont déjà été - pour aider ces réfugiés à se nourrir, à se loger, à recevoir des soins médicaux et, dans toute la mesure du possible, à avoir une activité.

Des équipes d'intervention devraient être constituées à cette fin; les membres de ces équipes polyvalentes devraient recevoir une formation sociale complémentaire de leur formation technique de base afin qu'ils puissent apprendre à travailler ensemble et entreprendre un développement global de ces collectivités provisoires. L'intervention de ces équipes d'urgence devrait avoir un caractère temporaire afin de permettre aux réfugiés de prendre en main, dès que possible, leurs propres affaires.

La coopération technique internationale pourrait participer à la sélection des membres de ces équipes, organiser des séminaires de formation rapide et la supervision des équipes une fois en place.

2. Un service volontaire national de la jeunesse

De nombreux jeunes, ayant quitté leurs villages d'origine, sont fréquemment inoccupés et sans ressources. Ils pourraient, bien encadrés et après une formation élémentaire rapide, contribuer au programme de lutte contre la sécheresse et de développement rural, par exemple en aidant à la mise en place du programme de petits travaux ruraux, ou en formant les premiers éléments des équipes de mise en valeur des nouvelles terres.

Le regroupement de ces jeunes en "un service national volontaire de la jeunesse" pour la reconstruction des localités sinistrées permettrait, d'autre part, de soulager la pression sur le marché de l'emploi tout en donnant à ces jeunes des formations de base. La création d'un service national - à supposer qu'il n'existe déjà - dépend en particulier : des fonds disponibles pour le créer; de la formation d'encadreurs qualifiés; d'une bonne organisation; du caractère volontaire et, dans une certaine mesure, sélectif du recrutement; de l'établissement d'un strict programme d'activités.

Compte tenu, par exemple, de l'expérience des centres d'animation rurale au Mali, une assistance pourrait être apportée à la création d'un tel service, à l'évaluation de ses activités ainsi qu'à la recherche de débouchés pour les jeunes une fois leur temps de service terminé.

Un programme d'économie familiale devrait être lancé, animé par des femmes ou des jeunes filles venant des régions sinistrées et recevant une formation analogue à celle des jeunes gens, orientée vers les problèmes de la famille. Ces jeunes filles pourraient alors travailler comme animatrices dans les villages, en liaison étroite avec les centres de services ruraux. De nombreuses actions de ce genre existent déjà dans plusieurs pays, par exemple au Sénégal, et l'expérience acquise dans ce travail pourrait utilement être diffusée largement dans la région.

3. Quelques actions techniques à court terme

Le développement des ressources hydrauliques et l'aménagement des points d'eau constituent l'une des priorités des gouvernements. L'établissement, l'entretien et la réparation des pompes doivent recevoir dans ce programme une attention particulière. L'expérience du BIT au Tchad et au Pakistan pourrait être mise à profit; elle a porté sur la formation d'artisans puisatiers, sur celle des mécaniciens d'entretien des pompes, sur l'organisation de services nationaux correspondants.

Des transports réguliers et sûrs sont l'un des instruments principaux du développement. Une action en vue de l'amélioration des transports peut s'exercer dans les secteurs suivants : construction et entretien des routes par la participation des populations à un programme de travaux ruraux; organisation d'ateliers pour l'entretien des véhicules et formation des mécaniciens; planification générale du réseau routier et formation d'entrepreneurs de transports; organisation de la formation des cadres des entreprises publiques de transports routiers ou aériens; construction de pistes d'aviation dans les villages reculés; assistance à l'organisation des chemins de fer et des transports fluviaux. L'expérience du projet Banque mondiale/BIT au Mali et de divers projets de formation de personnel des transports peut être mise à profit. Une mention particulière doit être faite de la construction de la route Bamako-Dakar qui devrait recevoir priorité, compte tenu de la capacité insuffisante du chemin de fer actuel.

Le stockage des produits agricoles, leur conservation et leur vente au moment opportun constituent l'un des éléments de la lutte contre la disette sous toutes ses formes. Les communautés rurales doivent être associées à cette action qui comporte de nombreux aspects : construction des silos (comme partie d'un programme de travaux ruraux), gestion des silos, construction de fosses d'ensilage pour le fourrage, financement des stocks et vente au moment opportun, etc. L'organisation de coopératives et de centres de services ruraux peut apporter une solution à ces problèmes.

La mise en valeur de nouvelles terres est un élément de la lutte contre le chômage des jeunes. Des terres vierges ne manquent pas dans l'Afrique du Sahel, principalement dans les vallées des fleuves Sénégal et Niger. L'organisation de centres "formation/production" permettrait une installation rapide des jeunes sur ces terres neuves.

Parmi d'autres actions agricoles importantes, il faut souligner l'importance du reboisement, base de la lutte contre la désertification. Chaque pays doit développer une politique forestière, qui a un caractère essentiellement technique. La formation d'équipes de jeunes pourrait permettre, avec la coopération des populations intéressées, l'exécution de plans de reboisement.

Enfin, l'introduction de variétés de plantes à haut rendement devrait permettre l'intensification des cultures irriguées. Une action de formation des agriculteurs leur permettra de retirer le bénéfice de l'introduction de nouvelles variétés et d'éviter les erreurs déjà faites dans ce secteur très technique.

B. MESURES A MOYEN ET A LONG TERME : CONTRIBUTION A UN PROGRAMME DE RECONSTRUCTION RURALE POUR LES PAYS DU SAHEL

La sécheresse est en train d'accentuer un mouvement déjà perceptible dans certains pays du Sahel : l'afflux des populations pauvres vers les régions plus favorisées, la croissance rapide des villages et des villes et la concentration des moyens de modernisation dans les agglomérations. Si la politique des gouvernements est de rétablir et de développer une activité agricole dans les régions du nord des pays du Sahel, c'est un véritable programme de reconstruction rurale qu'il faut envisager, impliquant en particulier une réorientation des investissements et des fonds publics ou privés vers ces régions.

La mise en oeuvre d'un tel programme est une entreprise considérable dans chaque pays et nécessite une option politique de la part de chaque gouvernement ainsi qu'une coordination étroite des organismes de coopération, pays par pays et sur le plan régional. La présente note ne traite que des problèmes à la solution desquels le BIT serait heureux de collaborer.

1. Enquête sur la situation démographique dans les régions touchées par la sécheresse

Les dommages économiques ont déjà fait l'objet de certaines évaluations. Par contre, les données concernant les mouvements de population restent imprécises et une enquête, dans chaque pays du Sahel, devrait préciser les points suivants :

a) Situation des populations, nomades ou non, se livrant à l'élevage.

b) Situation des populations vivant dans les villages souffrant de la sécheresse, en particulier celle :

- des agriculteurs ayant abandonné leur village sans espoir de retour et constituant des migrants;
- des agriculteurs ayant temporairement quitté leur village, mais avec l'espoir d'y revenir si les circonstances redeviennent favorables;
- des agriculteurs restés sur place, essayant de "tenir" jusqu'à la prochaine récolte*.

c) Situation des populations rurales ayant émigré dans les villes, à titre temporaire ou définitif.

Cette enquête devrait être menée parallèlement à celle recommandée par la FAO sur les disponibilités alimentaires ou fourragères par des enquêteurs nationaux fournis par les différents services statistiques ou économiques, appuyés si nécessaire par une action de coopération technique internationale.

2. Un programme de petits travaux ruraux

C'est au niveau des communautés rurales que doit commencer la lutte contre la sécheresse par le moyen d'investissements locaux qui répondront à un triple objectif : créer l'infrastructure nécessaire pour lutter contre les prochaines sécheresses, donner aux gens inoccupés un travail qui leur permette de subsister et, enfin, leur redonner confiance en eux-mêmes.

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[*] Une remarque importante doit être faite. Le cycle de la sécheresse - si cycle il y a - est-il terminé ? L'année prochaine sera-t-elle meilleure ou pire que la présente année ? Doit-on entreprendre des réalisations pratiques et coûteuses dans des villages qui sont à la limite de la désertification ? Doit-on alors favoriser le retour des agriculteurs dans leur village ?

L'expérience d'autres pays montre que le développement des investissements locaux s'est heurté :

- au manque de cadres de la communauté capables de diriger ces travaux et de les organiser (répartition des tâches, distribution des salaires ou des vivres en fonction des heures de travail, etc.);
- au manque de planification : les populations ne savent souvent que faire dans leur communauté et ne peuvent établir leurs priorités;
- au manque d'argent pour acheter les outils, le ciment, les fers à béton et autres produits nécessaires à ces travaux, ainsi que les arbres pour le reboisement.

La constitution d'équipes volantes techniques, composées par exemple d'un agronome, d'un spécialiste des petits travaux ruraux et d'un spécialiste des problèmes économiques et sociaux, visitant les communautés les unes après les autres, permettrait à chaque communauté de recueillir les avis techniques sur les réalisations pratiques qu'elle pourrait entreprendre et les priorités à leur donner : silos et organismes de stockage, barrages et canaux hydrauliques, routes et chemins, centres communautaires de santé, d'éducation ou de formation, plantations d'arbres et reboisement, nivellement des terrains et aménagement des bas-fonds rizicoles, aménagement de parcours pour animaux, etc. L'équipe pourrait définir chaque projet, son utilité, son coût en travail, en nature et en argent, et préparer les bases techniques de la réalisation envisagée. Elle pourrait enfin aider la communauté à élaborer un plan de travaux sur quelques années et à définir ses priorités.

En outre, les renseignements accumulés permettraient à chaque pays de mieux connaître et de mieux définir ses besoins, par l'analyse des données recueillies dans les communautés, les dépenses à envisager étant regroupées par rubriques nationales et l'appel aux organismes d'assistance ou de financement pouvant être fait sur des bases plus sûres.

Le maintien dans chaque district de ces véritables "bureaux d'études locaux" permettrait d'apporter un appui technique aux réalisations à entreprendre, la construction d'un silo ou d'un barrage, le tracé d'une route devant obéir à certains impératifs techniques précis.

Un appui international serait accordé à chaque pays, pour

i) organiser les séminaires de formation des membres des équipes;

ii) organiser une série d'enquêtes-test dans quelques communautés;

iii) organiser l'appui technique aux travaux envisagés;

iv) chiffrer par pays le montant de l'assistance nécessaire en nature ou en financement et assister le gouvernement dans les négociations à envisager avec les organismes d'assistance.

Il serait alors souhaitable de disposer de consultants (vraisemblablement des économistes ou des ingénieurs des travaux publics ou de génie rural), pour déterminer les actions à entreprendre avec précision et organiser les séminaires de formation.

3. Le renforcement des communautés et le développement des institutions rurales

Si la sécheresse a eu des conséquences dramatiques pour les populations rurales, elle a rendu plus visibles et plus aigus des problèmes permanents. C'est ainsi qu'en déclenchant un exode rural massif, elle a révélé la précarité des conditions de vie des populations rurales, la fragilité des communautés rurales, la sous-administration des régions du Sahel et mis en évidence, d'autre part, l'importance qui s'attache au problème de l'emploi non seulement dans les zones rurales mais aussi dans les villes.

Les communautés rurales vont donc sortir de la période de sécheresse considérablement affaiblies. Déjà, certains groupes ont été dispersés, des familles souvent divisées, des structures traditionnelles détruites par la nécessité impérative de subsister en dehors du cadre coutumier. Ceci est particulièrement vrai pour les communautés nomades, mais toutes ont été ou seront plus ou moins atteintes.

Le renforcement des communautés rurales doit avoir pour objectifs :

- la restauration de chaque communauté en tant que groupe homogène susceptible d'agir de concert pour prendre les mesures de survie nécessaires et pour faire renaître en son sein une "dynamique du développement";
- la création d'institutions adaptées à une économie en voie de modernisation;
- l'établissement de relations appropriées entre l'Etat et les communautés locales, permettant au gouvernement d'apporter toute l'assistance nécessaire.

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Trois actions peuvent contribuer à la rénovation de la structure des communautés rurales dans le Sahel.

Programmes de développement rural intégré

Les programmes d'assistance devraient accorder une large place à des actions coordonnées visant à les renforcer sur le plan technique, économique, institutionnel et social dans le cadre de projets ruraux sectoriels. De tels programmes devraient s'appliquer aux communautés établies ou à établir" dans des zones remplissant des conditions minima du point de vue écologique et reconnues comme favorables du point de vue du peuplement. Le projet du Ouadaï (Tchad) est un exemple de ce qui peut être fait.

a) La formation des leaders des communautés

Il importe que, dans chaque communauté, un certain nombre de jeunes adultes reçoive une formation à la fois générale et technique, portant notamment sur les structures de la communauté, les principales cultures à entreprendre, les problèmes qui se posent pour le développement économique et social de la communauté, la gestion de ses affaires, etc. Des efforts dans ce sens ont d'ailleurs été faits dans un certain nombre de pays de la région sous différentes formes (animation rurale, expansion rurale, etc.). Cette formation des leaders de la communauté peut reprendre les expériences acquises et s'effectuer dans des réunions de courte durée, qui auront non seulement un effet technique mais également des conséquences psychologiques puisque la communauté aura la certitude qu'elle n'est pas oubliée.

b) La création d'institutions économiques et plus particulièrement de coopératives

Le rôle des coopératives en Afrique a fait l'objet de nombreuses études et la plupart des pays de la région ont une action dans ce secteur. L'objectif de l'institution coopérative est d'associer la population à des opérations de caractère économique (et en même temps social), en proposant une action communautaire répondant à des objectifs précis sur le plan économique. C'est ainsi que la consolidation des coopératives existantes et la création de nouvelles entreprises peuvent être envisagées : par l'approvisionnement des communautés en produits et denrées; la vente des produits agricoles; l'entretien des appareils et bâtiments nécessaires à la vie de la communauté; l'établissement d'un système de crédit; la fabrication et la commercialisation des produits artisanaux; le stockage des céréales et autres produits agricoles; les travaux d'intérêt public (par exemple communications, irrigation, etc.), etc.

En général, le développement des coopératives doit avoir un objectif économique bien précis; ces institutions peuvent être utilisées lorsqu'elles sont économiquement viables à la satisfaction des besoins sociaux de leurs membres et de leur famille, particulièrement en ce qui concerne l'éducation et l'hygiène. En outre, dans certains cas, de nombreuses fonctions peuvent être regroupées dans le cadre de coopératives polyvalentes, formule qui convient en particulier à des communautés dont le développement économique et social est limité.

La création de coopératives et leur développement sont liés à la qualité de leurs membres et de leurs dirigeants. L'honnêteté et la compétence de ces derniers constituent des facteurs essentiels de succès. Membres et dirigeants doivent recevoir une formation portant à la fois sur les principes coopératifs, sur les droits et les devoirs des coopérateurs, sur les règles de fonctionnement et sur la gestion des organisations, tant sur le plan technique que comptable.

Des projets types de développement des coopératives devraient couvrir la formation coopérative des membres et des dirigeants, la gestion économique et technique et la supervision des organisations existantes. En particulier, ces diverses actions devraient être étroitement liées à la politique du gouvernement en matière d'approvisionnement des agriculteurs et de vente des produits agricoles.

c) La mise en place de centres de services ruraux

Comment assister les communautés dans leur développement ? Comment faire en sorte que l'action de promotion et d'assistance du gouvernement puisse se répandre dans les régions les plus éloignées et dans les villages les plus petits ? Comment assurer la promotion technique des différentes actions à envisager en relation avec l'assistance à la planification des petits travaux ruraux mentionnés au paragraphe II-2 ? Comment lutter contre la sous-administration ?

La création de centres de services ruraux répond à cette préoccupation. Il s'agit, dans les villages, de mettre en place des groupes techniques permanents, susceptibles de promouvoir chaque activité économique ou sociale en provoquant la création d'entreprises coopératives, en développant l'artisanat et les petites industries, en étudiant les problèmes qui se posent en matière d'éducation et de santé, etc.

Dans la mesure où le financement de ces centres de services serait assuré, la clé de leur succès serait sans doute la formation de leur personnel. Celle-ci pourrait se faire dans le cadre des institutions existantes du pays (écoles ou centres de formation agricole, centres de formation artisanale et autres organismes techniques, etc.), mais le personnel devrait recevoir ensuite une formation complémentaire axée en priorité sur les activités de gestion et de développement communautaire et donnée lors d'une série de cours de courte durée.

Une coopération technique internationale pourrait porter sur les points suivants :

1) organisation de réunions de formation pour les formateurs de leaders de communautés; organisation de cette formation;

2) assistance à la création de coopératives dans les domaines indiqués plus haut; en particulier, accent sur les problèmes de formation, de promotion, de gestion et de contrôle des coopératives. A ce sujet, il serait important de prévoir des systèmes aussi simples que possible de gestion et de comptabilité et d'élaborer des "projets types" pour les différentes activités coopératives envisagées, adaptés aux conditions locales;

3) lancement d'un certain nombre de projets pilotes pour les centres de services ruraux; formation d'instructeurs et formation des divers responsables du développement dans les zones pilotes; système de contrôle et d'évaluation de ces centres.

Certaines de ces actions sont déjà prévues dans la programmation nationale de plusieurs pays; elles devraient être orientées vers des problèmes de reconstruction rurale spécifiques aux problèmes de la sécheresse. Néanmoins, lorsque ces actions ne sont pas prévues, on pourrait envisager :

- soit, de préférence, la nomination d'un groupe de trois experts qui auraient compétence à l'échelon subrégional pour traiter, chacun dans sa spécialité, des actions concernant la formation des leaders des communautés, la création d'institutions coopératives et la mise en place de centres de services ruraux;

- soit la nomination d'un ou si possible de deux experts au niveau national pour traiter de ces mêmes actions.

Dans une première phase, les experts pourraient examiner avec les gouvernements les actions à entreprendre; une fois celles-ci déterminées, il y aurait lieu, dans une seconde phase, de voir dans quelle mesure les moyens en personnel et en matériel nécessaires à la réalisation de projets précis pourraient être mis en place.

4. Le développement des actions de formation

Education et formation sont à la base de toute action d'avenir. L'éducation générale donnée aux jeunes leur permet d'acquérir les moyens de la connaissance. L'enseignement technique leur donne les bases de leur futur métier; les actions de formation, intervenant suivant les besoins, permettent l'adaptation des connaissances acquises aux nécessités du métier ou de l'environnement.

Les pays du Sahel - et bien d'autres - ont besoin d'une école vivante et concrète bien adaptée à leurs besoins et dont l'enseignement sera complété par les actions de formation nécessaires. Les adultes peu lettrés ont besoin, eux, de formations qui les initieront à une agriculture ou à un élevage modernisés. Un bouleversement, comme la présente sécheresse, oblige les gens à une adaptation difficile à de nouvelles conditions de vie et de travail qui ne peut se faire qu'avec un important effort de formation dans tous les secteurs et à tous les niveaux de travail ou de responsabilité.

Il n'est pas question ici de rappeler les structures de l'enseignement dans les pays considérés encore que la rénovation de l'école primaire au Mali ou en Haute-Volta, par exemple, constitue en soi une contribution à la modernisation du monde rural et à la lutte contre les calamités. Il ne sera fait ici mention que des actions de formation en relation directe avec la sécheresse.

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Les suggestions qui pourraient être faites en matière de formation sont les suivantes :

a) Développement et intensification des actions déjà commencées dans les projets existant au Mali, au Sénégal et en Haute-Volta. Priorité sera donnée à la formation d'instructeurs et au renforcement des structures nationales en vue de permettre le transfert aussi rapide que possible aux autorités nationales.

b) Réorientation des aspects agricoles des programmes vers :

- d'un côté, le développement de l'agriculture et de l'élevage extensifs. Des formules de pédagogie nouvelles devraient être mises au point, en particulier la création de petits centres de formation-production dans les régions semi-désertiques. Comme les jeunes adultes des populations nomades sont fréquemment peu lettrés, ces centres leur apprendraient à cultiver les sols en les protégeant, à donner des soins aux animaux et à insister sur la rentabilité de l'élevage, à créer des pâturages, etc. Cette action devrait être établie en coordination étroite avec la FAO.

  Au Mali, la création d'un centre d'apprentissage agricole à Gao devrait sans doute recevoir priorité.

Tout en formant des moniteurs, ce centre superviserait une série de centres d'animation rurale établis en région semi-désertique.

- D'autre part, la formation en agriculture irriguée donc intensive. Le creusage des puits et des forages profonds va, en effet, entraîner le développement de l'agriculture irriguée, ce qui ne pourra se faire si les techniques, nouvelles pour des agriculteurs habitués à l'agriculture extensive, ne sont pas répandues rapidement.

Le centre de cultures irriguées prévu dans la troisième phase du projet SEN 72/526 devrait constituer le premier d'une série de centres de formation de ce type.

L'expérience au Mali des centres d'animation rurale devrait permettre la création de petites exploitations où un système de formation-production en cultures irriguées devrait se développer rapidement. L'attention des gouvernements du Tchad, du Niger et de la Haute-Volta peut être appelée sur les expériences en cours au Sénégal et au Mali, qui constituent une coopération positive à la lutte contre la sécheresse.

c) L'expérience du développement de l'artisanat et des petites industries en Haute-Volta, la création des centres artisanaux au Sénégal (et, en particulier, du centre de formation d'instructeurs de Kaffrine), les actions déjà menées au Mali constituent une base technique pour le développement des activités artisanales rurales dans les pays du Sahel. La formation des artisans doit se faire en même temps que celle des agriculteurs; de plus, les activités des uns et des autres sont fréquemment interdépendantes, les agriculteurs devant recevoir une formation à l'utilisation d'outils courants et les artisans ayant tous une activité agricole pendant la saison des pluies. Le lancement de programmes de formation d'artisans doit, suivant les expériences en cours au Sénégal (et en République centrafricaine), être précédé d'une enquête simple sur les débouchés possibles dans les secteurs importants de l'activité économique. Un centre pilote doit ensuite être créé, suivi d'un centre de formation d'instructeurs; parallèlement, la création d'autres centres peut être envisagée. Finalement, il faut suivre les artisans formés, les aider à trouver du travail, à se procurer le crédit et les matières premières dont ils ont besoin et à vendre leur production. Un programme de reconstruction rurale impliquant des investissements en crédits et en matériels devrait prévoir la formation de nombreux artisans.

Un programme très particulier mais très technique est celui de la mise en place et de l'entretien des pompes d'irrigation pour lequel des artisans devraient être spécialement formés (voir paragraphe II, A, 3).

En dernier lieu, certaines activités artisanales peuvent se développer dans les prochaines années, en relation avec l'expansion probable des industries agricoles dans la région (par exemple des abattoirs qui pourraient entraîner la création d'un centre artisanal du cuir); néanmoins, il convient de veiller à ne former que des artisans qui pourraient trouver de travail dans leur spécialité. Dans ces conditions, il est proposé :

- que chaque pays mette au point un programme artisanal tendant, d'une part, à développer l'artisanat rural et, d'autre part, à donner une formation élémentaire aux jeunes ruraux qui, quittant l'agriculture, désirent travailler en ville et doivent recevoir une formation élémentaire (voir paragraphe II, B, 4);

- que, sans tarder, on forme des instructeurs artisanaux dans les spécialités suivantes : bois, fer, construction (si cela n'est déjà fait). A partir de ces spécialités de base, des formations accélérées réservées aux meilleurs artisans déjà en place ou venant d'être formés pourraient être faites en matière de : installation des puits, installation et réparation des pompes, maçonnerie pour les adductions d'eau, entretien des moteurs, entretien des moyens de locomotion (bicyclettes, motos, voitures);
- que l'expérience accumulée au Sénégal, au Mali et en Haute-Volta dans les projets artisanaux soit analysée et diffusée auprès des autres pays intéressés aux différents secteurs de l'activité artisanale;
- que tous les programmes ruraux soient révisés de façon à introduire dans chaque programme des éléments de base en artisanat à l'usage des futurs agriculteurs, pour leur permettre d'entretenir et d'utiliser leurs outils, de faire de petits travaux ruraux comme la construction de leur maison, l'aménagement de canaux d'irrigation, etc.

d) Formations préprofessionnelles de transition

Une partie des jeunes ruraux qui ont afflué dans les agglomérations ne retourneront pas à la terre. Or, ces jeunes arrivent dans les villes sans autre qualification professionnelle que celle d'éleveur ou d'agriculteur, et nombre d'entre eux sont partiellement illettrés.

Un effort doit être fait pour eux en matière d'alphabétisation et de formation professionnelle élémentaire.

Il est souhaitable de prévoir l'ouverture d'une série de centres très simples destinés à faire suivre à ces jeunes des cycles élémentaires de formation en bois, en fer et en bâtiment. Ils pourront alors soit entrer directement dans la vie active avec un bagage technique rudimentaire mais utile, ou continuer vers des formations ou des spécialisations plus élaborées.

Une action de coopération technique pourrait aider les gouvernements à installer ces centres, à en former les instructeurs et à en assurer le contrôle technique provisoire. Cette suggestion est liée à celle de la création d'un service volontaire national de la jeunesse (voir paragraphe II, A, 2).

e) La formation des agronomes

Il appartient à l'UNESCO et à la FAO de former les cadres supérieurs et moyens de l'agriculture en fonction des besoins des pays et en tenant compte des orientations de l'agriculture vers les cultures sèches et les cultures irriguées. La formation de cadres pour le reboisement et l'exploitation rationnelle des forêts est essentielle puisque le développement des forêts est l'une des bases de la lutte contre la désertification.

Il n'est pas possible de séparer la formation des cadres supérieurs et moyens de l'agriculture de celle des vulgarisateurs agricoles. Il appartiendra à la FAO de revoir ce problème mais il conviendrait d'attirer l'attention sur la question de l'association des populations aux projets de lutte contre la sécheresse.

Même bien conduite, l'opération technique seule ne suffit pas à la réussite du projet et, trop souvent, on constate un manque d'intérêt des populations locales à l'utilisation. C'est dans le domaine de la motivation des gens, par l'insertion de ces infrastructures nouvelles dans les moyens à leur disposition, qu'une réorientation de la vulgarisation agricole pourrait se faire, tendant à :

- ne plus se contenter de la stricte formation technique proprement dite, mais obtenir des démonstrateurs et vulgarisateurs locaux polyvalents et les instruire des dangers d'une culture attelée mal conduite, d'un déboisement intensif et des avantages des jachères, des cultures vivrières, etc.;
- lier très étroitement chaque petite opération à une utilité reconnue localement et à une demande justifiée des utilisateurs - par exemple : aide à la protection des sols, à la rationalisation de l'élevage, frein à l'exode rural par des créations d'emplois sur place, amélioration des conditions de travail et de vie;
- entreprendre une vulgarisation pertinente, limitée au "possible immédiat" (bien entendu, sans perdre de vue les objectifs lointains), avec le souci constant d'intéresser les hommes, de les préparer, de les former et de les conduire à l'action personnelle.

f) Une nouvelle approche de la formation fondée sur l'analyse détaillée des tâches à accomplir dans l'exercice d'un métier est en cours. Sur la base de cette analyse, des unités de formation indépendantes sont mises au point, visant à transmettre les qualifications et les connaissances nécessaires à l'exécution d'un travail spécifique. Les différentes unités sont alors groupées suivant un ordre à déterminer de façon à constituer des "modules de qualification".

Cette façon d'aborder les problèmes de formation s'applique aux actions de formation aussi bien rurales qu'industrielles et pourrait convenir à la formation des puisatiers comme à celle des garants de coopératives. Elle nécessite néanmoins une analyse précise des occupations à effectuer par un spécialiste qualifié.

En matière de formation, les actions suivantes sont proposées :

- tenue en 1974 d'une réunion technique groupant les responsables de l'enseignement et de la formation agricole dans les pays de l'Afrique du Sahel pour examiner les possibilités de réorienter les programmes d'enseignement et les actions de formation en fonction des transformations actuelles ou prévisibles de l'agriculture et des structures rurales, dues en particulier à la sécheresse;
- organisation dans les années suivantes de séminaires destinés aux enseignants, instructeurs, agents de vulgarisation pour leur apprendre à rénover leurs programmes et à adapter leur enseignement aux nécessités ressortant de la réunion technique ci-dessus;
- examen, avec l'UNESCO, la FAO et, éventuellement, d'autres organismes (BIRD, UNICEF, FED, FAC...), par pays des possibilités d'améliorer le fonctionnement des écoles des régions rurales et leur adaptation aux nécessités du développement économique et social;
- création de centres de formation préprofessionnelle de transition;
- diffusion dans les six pays des expériences faites dans chacun d'entre eux et mise en commun des moyens de formation (en particulier pour les instructeurs spécialisés), toutes les fois que cela sera possible.

5. La promotion des activités artisanales

a) Les activités artisanales constituent à la fois un moyen et un symptôme de l'activité économique et de la prospérité des régions rurales. Le développement des formes modernes de l'artisanat est la marque de l'industrialisation progressive d'une région et, à cet égard, l'importance des travaux du projet 71-012 en Haute-Volta (promotion des petites entreprises villageoises) doit être soulignée.

Les artisans des villages peuvent par exemple :

- créer ou entretenir les machines ou les outils nécessaires à la production agricole;
- satisfaire les besoins des habitants en objets de consommation courante;
- construire ou aider les habitants à construire les maisons ou les bâtiments d'utilité collective;
- fabriquer les objets traditionnels qui seront vendus sur place ou exportés;
- entretenir les moteurs et les véhicules dont le nombre croît dans toute l'Afrique.

De nombreux artisans continuent à être agriculteurs pendant la saison des pluies pour assurer leur subsistance et celle de leur famille, et les agriculteurs doivent eux-mêmes se livrer à des activités artisanales suivant les nécessités.

La promotion de l'artisanat, facteur important de la création de l'emploi en milieu rural, est l'une des préoccupations du BIT. Elle se manifeste par des actions de formation, d'assistance ultérieure aux artisans par le canal de coopératives de crédit, d'approvisionnement, d'organisation des artisans pour leur assurer du travail, etc.

Les problèmes relatifs à la formation des artisans ont déjà été examinés plus haut.

b) Le développement des activités artisanales modernes devrait conduire à des technologies intermédiaires susceptibles elles-mêmes de constituer l'amorce d'une certaine industrialisation. De nombreuses possibilités, quelquefois inattendues, existent pour le développement, par exemple, d'industries rurales liées au traitement des produits agricoles ou locaux tels que la tannerie ou les textiles pour lesquels des matières premières (cuir, fibres diverses) peuvent exister sur place ou de petites industries à caractère artistique dont les produits pourront être exportés : travaux du cuir, de la poterie, du cuivre, etc.

Enfin, l'utilisation croissante des voitures, camions et moteurs de toutes sortes nécessite la formation d'artisans spécialisés dont l'absence a pour conséquence une détérioration rapide du matériel et un renchérissement des activités qui y sont liées.

c) Outre le développement de l'artisanat local traditionnel, les possibilités existent de promouvoir, dans les zones urbaines où sont venues s'établir les populations victimes de la sécheresse, des formes d'artisanat non traditionnel basées par exemple sur le travail à façon et comprenant, d'une part, la fourniture des matières premières et, d'autre part, l'achat des produits finis. Dans cette catégorie peuvent figurer par exemple les jouets, les vêtements, les broderies, les vanneries, etc. Pour être viables, ces activités doivent répondre aux conditions suivantes :

- frais de transport peu élevés par rapport à la valeur de la matière première et du produit fini;

- valeur ajoutée élevée;
- organisation de la production simple, peu coûteuse et n'exigeant pas une technologie compliquée;
- travail à haut coefficient de main-d'oeuvre, basé sur l'habileté manuelle et ne demandant pas une formation poussée;
- production exigeant peu d'eau et d'énergie;
- garanties pour les travailleurs de l'approvisionnement en matières premières et de l'écoulement de la production.

d) L'ensemble des problèmes relatifs au développement de l'artisanat devrait faire l'objet de recherches de façon à coordonner et promouvoir ces différentes activités. La création dans chaque pays d'un "institut de recherche et d'élaboration des technologies intermédiaires" aurait pour objet : de s'occuper du développement des techniques artisanales en élaborant des éléments nouveaux pour la région; de conseiller les organismes et responsables sur les mesures à prendre pour renforcer l'artisanat; de promouvoir une politique d'assistance aux artisans, en matière de crédit, d'approvisionnement en matières premières et de vente des produits; de former des artisans en tant que chefs d'entreprise, comme sur le plan technique, en les initiant, d'une part, à des techniques améliorées, d'autre part, aux éléments de comptabilité et de gestion d'entreprise. De nouveaux métiers peuvent être envisagés suivant les nécessités et les possibilités de développement économique.

e) D'autre part, en liaison étroite avec des équipes d'assistance à la planification des petits travaux ruraux (voir paragraphe II, B, 2), les artisans pourraient donner une suite aux propositions de ces équipes en coopérant, soit directement, soit comme "chefs d'équipes" aux travaux ruraux mis en oeuvre avec des travailleurs pendant la morte-saison agricole.

f) La priorité, dans les régions touchées par la sécheresse, doit être donnée aux problèmes hydrauliques et à l'artisanat utilitaire. A plus long terme, le développement des petites industries rurales traitant les matières premières locales agricoles contribuera à la création d'emplois en milieu rural. L'expérience de plusieurs pays de la région peut être mise à la disposition des autres; c'est le cas des projets supportés par le BIT au Sénégal, en Haute-Volta, en Mauritanie, sous réserve, bien entendu, de l'accord des gouvernements intéressés.

6. Problèmes particuliers des populations nomades

Les populations nomades ou semi-nomades de la zone sont sans doute celles qui ont le plus souffert de la sécheresse. Le BIT s'est depuis longtemps intéressé aux problèmes des nomades; il faut rappeler en particulier la mission d'étude pour l'intégration et la sédentarisation des nomades au Mali (en 1967), le voyage d'étude et le séminaire PNUD-BIT sur la sédentarisation des nomades au Kazakhstan (1966) et la réunion technique du BIT sur les problèmes du nomadisme dans la région du Sahel en Afrique (1968, Niamey).

Ces réunions ont abouti à des conclusions que la sécheresse actuelle a rendues encore plus valables et qui peuvent être ainsi résumées :

- du point de vue écologique, la zone sahélienne (150-500 mm de pluie) se distingue du Sahara et de la zone soudanienne (500-900 mm) : du premier elle se différencie par le tapis végétal saisonnier parsemé de gommier (juillet-août); de la seconde elle diffère par la pluviométrie qui n'est pas suffisante pour permettre une culture rentable sans irrigation. C'est donc une zone essentiellement destinée au pastoralisme et qui ne peut être exploitée que par la pratique de l'élevage transhumant.

- Bien que la densité humaine du Sahel soit assez faible, il existe des concentrations dans les endroits propices à la culture irriguée et dans les zones marginales méridionales où les cultivateurs-éleveurs de la zone soudanienne étendent leurs cultures (mils, sorgho, arachides, etc.) au détriment des pâturages naturels.
- On ne peut ni opposer ni faire une distinction nette entre pasteurs nomades et sédentaires possédant du bétail. En effet, il existe au Sahel et dans la zone soudanienne un éventail de modes de vie allant de la sédentarisation la plus complète au nomadisme le plus pur.
- De nombreux pâturages ne sont pas encore exploités. Le problème du surpâturage est dû surtout au manque d'eau dans certaines régions pour l'abreuvement du bétail.
- La sédentarisation spontanée des nomades et semi-nomades du Sahel est un phénomène généralisé qui évolue lentement pendant les années de pluviométrie normales. Il est accentué par suite d'une forte sécheresse comme c'est le cas actuellement.
- La stabilisation des populations nomades va s'accentuer lors des années de sécheresse prolongée; on assistera à un glissement vers le sud des centres de peuplement (villages de semi-nomades) et à la fixation des rares purs nomades. Toutefois, on doit s'attendre à un retour massif des éleveurs à leurs anciens pâturages avec une extension abusive des champs de mil. Les programmes de développement

devraient favoriser, au cours d'une première phase, leur fixation dans les zones favorisées par des ressources en eau permanente (vallée des fleuves Sénégal et Niger).

Mesures à court terme proposées

Ces mesures doivent viser en particulier :

i) l'accélération des travaux d'hydraulique villageoise et pastorale (en utilisant un système de distribution de ration familiale) directement après les récoltes (cultures de l'hivernage);

ii) la protection du cheptel qui a survécu à la sécheresse en apportant une aide aux éleveurs concentrés près des centres de peuplement et à ceux qui se sont engagés plus au sud vers les régions méridionales de la zone soudanienne;

iii) l'utilisation de l'assistance alimentaire pour la réfection et l'aménagement de nouvelles pistes d'atterrissage qui seraient d'une très grande utilité au cas où la sécheresse serait prolongée pour l'année 1973-74.

Mesures à moyen terme et à plus long terme

En plus de l'action prioritaire en matière de développement de l'hydraulique villageoise et pastorale, des mesures à moyen terme et à long terme peuvent être proposées :

i) l'application de programmes coordonnés de développement de l'agriculture et de l'élevage;

ii) l'aménagement des pistes de bétail vers les abattoirs;

iii) l'organisation, dans la mesure du possible, de la commercialisation et du commerce du bétail vers les marchés extérieurs;

iv) la mise en place d'un système de contrôle et de stockage de mil;

v) la fixation de zones de regroupement pour les troupeaux en cas de sécheresse grave;

vi) l'application de programmes de formation visant l'intégration élevage-agriculture;

vii) la création d'une unité de recherche et d'évaluation en matière d'emploi rural et de démographie;

viii) le rassemblement de données météorologiques.

Les mesures relatives aux problèmes des nomades ont un caractère global et intéressent plusieurs organisations des Nations Unies. Il est très souhaitable que des programmes de développement zonal intégré orientés vers ces populations puissent être mis en oeuvre rapidement. De plus, les différentes actions de caractère régional ou zonal concernant les recherches sur les produits agricoles (et, en particulier, le mil), la pluviométrie, la démographie, les problèmes de l'emploi, les régions de transhumance devraient tenir très largement compte de la situation particulière des populations nomades.

C. LE RECLASSEMENT DANS LES VILLES DES REFUGIES RURAUX

L'afflux dans les agglomérations de groupes importants de réfugiés ruraux crée une situation difficile déjà soulignée. Les agglomérations qui sont à la limite de la zone désertique ont toujours reçu des réfugiés à certaines périodes de l'année, venant alors pour acheter divers produits, mais possédant des ressources, principalement les troupeaux qu'ils envoyaient pâturer au loin. Cette situation existe encore, mais cette fois la plupart des réfugiés n'ont aucune ressource puisque leurs troupeaux ont disparu; il se forme progressivement autour des villes ou des villages une première ceinture d'habitations provisoires (bidonvilles) et, fréquemment, une seconde ceinture de tentes de nomades. Il convient d'être, à cet égard, réaliste et considérer que la plupart de ces réfugiés ne retourneront pas dans les campagnes. Il faut leur trouver du travail et des moyens d'existence dans les agglomérations ou en dehors des régions actuellement touchées par la sécheresse.

Le cas est différent suivant les possibilités d'adaptation de ces réfugiés, c'est-à-dire fréquemment suivant leur âge :

a) Les jeunes pourront trouver à se reclasser dans les villes en recevant une formation de base de caractère technique qui leur permettra de trouver un emploi plus facilement; ils auront, d'autre part, plus de facilités pour entreprendre de nouvelles tâches agricoles, par exemple la mise en valeur de nouvelles terres ou la création de "casiers d'irrigation" dans les régions arrosées par les fleuves.

b) Par contre, le cas des moins adaptables, c'est-à-dire des plus âgés, est difficile puisque, d'une part, ils seront moins aptes tant à recevoir des formations complémentaires qu'à s'adapter brusquement à de nouvelles conditions et parce qu'ils auront de la difficulté à vivre dans les agglomérations d'une façon permanente. La possibilité d'une action intensive pour développer le maraîchage et la culture des légumes ainsi que les petits élevages autour des villes a été proposée pour les anciens agriculteurs plus âgés. Cette solution aurait de nombreux avantages : augmentation des quantités de vivres frais sur les marchés urbains et stabilisation possible des prix, travail donné à de nombreux agriculteurs dans leur propre métier, utilisation rationnelle de l'eau d'irrigation, stabilisation des constructions autour des villes, etc. Il est recommandé que, par la suite, des projets de maraîchage (et de petits élevages) soient étudiés et établis autour des grandes villes, pour permettre à des agriculteurs de s'y installer progressivement. L'expérience du Centre de formation de maraîchers de M'Boro, au Sénégal (projet 71/526) pourrait alors être mise à profit.

c) Une autre occupation importante est le développement de la construction. La plupart des villes sont en pleine expansion par l'afflux normal des gens venant des campagnes comme par la croissance ordinaire des villes. La construction d'habitations dans toute l'Afrique et le bâtiment offrent de grandes possibilités de travail à des jeunes gens sans qualification professionnelle mais qui, au cours de stages de formation accélérée, pourraient apprendre les bases du métier de maçon ou de charpentier. La formation en bâtiment devrait, par la suite, être l'un des métiers de base à enseigner dans le cadre des formations préprofessionnelles de transition.

d) D'autres métiers ne nécessitant qu'une formation élémentaire peuvent être envisagés, par exemple, l'aménagement de la voirie (rues, adduction d'eau, égouts et autres canalisations, etc.), et confiés à des équipes sans qualification particulière si ces travaux sont dirigés par des techniciens compétents. Il en est de même de la construction des routes et des pistes d'aviation qui, si elles n'existent déjà, devraient recevoir priorité dans le cadre d'une expansion de l'aviation de transport et de fret dans toute l'Afrique.

e) Enfin, des possibilités de travail existent dans de nombreux métiers de caractère artisanal mais qui nécessitent certaines formations élémentaires tels que la pêche sur les bords des fleuves ou de la mer.

f) L'exploitation des richesses minières et l'industrialisation de certains pays devraient être accélérées par les événements actuels. Il semble que, peu à peu, des richesses minières apparaissent dans des régions relativement déshéritées et, peut-être, une prospection plus intensive permettra de multiplier les découvertes géologiques entraînant à long terme la création d'emplois et l'industrialisation. L'exploitation, par exemple, du manganèse de Tambao et la construction d'une voie de chemin de fer vers Ouagadougou devraient absorber des quantités importantes de main-d'oeuvre semi-qualifiée.

La recherche systématique d'emplois non agricoles devrait faire l'objet d'enquêtes dans chaque pays,les formations recevant les adaptations correspondant aux emplois disponibles. Cette question a déjà été mentionnée comme étant l'un des objectifs du PECTA, la coordination entre les pays du Sahel étant faite par les soins du conseiller en main-d'oeuvre et en conditions de travail attaché à l'unité interorganisations.de Ouagadougou (voir chapitre E).

D. ACTIONS INTERESSANT PLUSIEURS PAYS DU SAHEL

1. La mise en valeur du Bassin du fleuve Sénégal

Ce projet régional intéresse trois des six pays du Sahel (la Mauritanie, le Sénégal et le Mali). En cinq ans,près de dix millions de dollars ont été consacrés par le PNUD aux problèmes liés à la régularisation du fleuve Sénégal, aux divers aménagements hydro-agricoles, à la navigabilité du fleuve Sénégal, à la recherche et à l'expérimentation agronomique, et à la prévulgarisation. Divers services additionnels, en particulier l'organisation d'un centre de documentation, ont été fournis.

Il ne semble pas qu'un effort comparable aux efforts techniques ait été accompli sur le plan humain et que les problèmes du peuplement de la vallée - c'est-à-dire, finalement, de la rentabilité des investissements - aient été aussi étudiés que les questions techniques. Or la présente sécheresse a encore rendu plus urgentes les solutions à apporter à l'aménagement du fleuve parce que la baisse de niveau du fleuve a affecté le système des cultures de décrue pratiqué jusqu'ici et a donc touché directement les populations vivant dans la vallée et que le fleuve a attiré de nombreux nomades dont certains, ayant perdu une partie de leur troupeaux, auront tendance à s'établir d'une façon permanente dans la vallée.

Les problèmes humains liés au peuplement de la vallée devraient faire l'objet d'études poussées par un groupe de spécialistes de façon à accélérer le peuplement de la vallée et la rentabilité des investissements de tous ordres.

Les études sur l'utilisation de l'énergie électrique éventuellement produite par le barrage de Manantali devraient être activement poussées dans l'optique d'une industrialisation plus rapide de la vallée, susceptible d'entraîner la création d'emplois plus nombreux.

Ces suggestions sont liées à celles faites au sujet de la mise en oeuvre accélérée de casiers pilotes pouvant recevoir de jeunes agriculteurs (voir chapitre II, A, 3).

2. La mise en valeur des terres de la région du delta intérieur du Niger

La mise en valeur du delta intérieur du Niger a commencé il y a plusieurs dizaines d'années par la création d'un réseau hydraulique extrêmement important commandé par plusieurs barrages, en particulier celui de Markala, près de Ségou. La pénurie d'eau dans toute la région au nord du fleuve Niger a fait affluer dans cette région de nombreuses populations et une colonisation spontanée a dû progressivement s'établir. Or l'abondance de l'eau, la fertilité de la terre et le climat devraient permettre un développement extrêmement important des cultures à haut rendement, en particulier diverses céréales telles le riz, le coton, la canne à sucre, ainsi que de l'élevage, faisant de cette région l'un des greniers du centre de l'Afrique sahélienne. Il s'agit là d'une affaire intérieure au Mali, mais qui est reliée à l'ensemble des problèmes de l'aménagement du Niger, objet des travaux de la Commission du fleuve Niger.

De grandes possibilités de développement existent encore, mais une planification plus rigoureuse des actions techniques, agronomiques et démographiques serait nécessaire. C'est la raison pour laquelle un bilan de la situation des terres de la région devrait être établi, portant sur l'état des investissements hydrauliques, les surfaces mises en exploitation, les mouvements de populations et le nombre de personnes installées dans la région et, enfin, les potentialités du sol. Un groupe d'études pourrait être envoyé à Ségou, comprenant un ingénieur des ponts et chaussées, un ingénieur agronome et un spécialiste en ressources humaines, groupe qui ferait le point de la situation

situation agronomique et la mise en valeur des terres; enfin, la situation du peuplement, la structure actuelle des villages, la colonisation spontanée, etc.

Ultérieurement, ce groupe préparerait un programme à long terme en envisageant les investissements à réaliser et proposant des actions de caractère sectoriel dans les trois activités de base mentionnées ci-dessus et éventuellement dans d'autres comme, par exemple, la pêche.

Il s'agit d'une action qui couvre des activités à moyen terme et à long terme, mais on peut se demander si elle ne reflète pas un caractère d'urgence par suite de l'état actuel des investissements déjà réalisés.

3. Echange d'informations entre les pays du Sahel

Les expériences, négatives ou positives, faites par chaque pays sont sans doute intéressantes pour les autres. Ceci est en particulier le cas pour la coopération technique, et il serait souhaitable que, par exemple, les résultats d'un projet dans un pays puissent être diffusés dans les cinq autres; il ne s'agit pas seulement des évaluations globales mais même des questions de détail dont la solution peut être d'une grande utilité pour ceux qui mettent en pratique les programmes. Un exemple dans ce sens est celui des techniques et aides pédagogiques mises au point dans les projets de formation en cours et qui pourraient faire l'objet d'une large diffusion dans les six pays du Sahel sans entraîner des dépenses importantes.

On peut se demander pourquoi des projets qui ont réussi dans un pays n'ont pas été diffusés dans d'autres, une fois les adaptations nécessaires faites. Les raisons n'en sont pas toujours claires. Or des économies de gestion pourraient fréquemment être obtenues; ainsi, un centre d'instructeurs artisanaux peut former des instructeurs pour plusieurs pays;

Un centre de documentation technique dans les pays du Sahel pourrait être créé à Ouagadougou, centre dont la tâche serait de recueillir, d'analyser et de diffuser les informations techniques ou générales obtenues dans chaque pays et susceptibles d'intéresser les autres, et qui serait rattaché au groupe interorganisations de Ouagadougou.

4. Les migrations interétats

a) Les données très limitées dont on dispose actuellement ne permettent pas de se rendre compte si les mouvements de population et de main-d'oeuvre induits par la sécheresse ont traversé les frontières nationales des pays de la zone du Sahel et, le cas échéant, celles des autres pays de la sous-région pour se prolonger éventuellement hors d'Afrique. Dans quelle mesure ces mouvements ont-ils renforcé les courants migratoires qui se produisent en période normale ? Jusqu'à quel point ont-ils modifié les caractéristiques (notamment familiales) des "migrations habituelles" ? Les migrants ont-ils été incités à prolonger la durée de leur séjour hors de leur pays d'origine ? De nouveaux flux migratoires sont-ils apparus ? Certaines de ces migrations ont-elles un caractère plus ou moins irréversibles?

b) Les réponses qui seront données à ces questions permettront de déterminer l'ampleur et les caractéristiques des phénomènes migratoires induits par la sécheresse et d'identifier les problèmes plus ou moins urgents qui peuvent en résulter.

c) Lorsqu'il aura été possible de réunir des données suffisantes, des solutions correspondant aux besoins économiques et sociaux des pays d'émigration et des pays d'immigration intéressés par ces mouvements de population et de main-d'oeuvre pourraient être proposées. Ces solutions devraient naturellemen tenir compte non seulement des besoins et des ressources à court terme en main-d'oeuvre, mais aussi des conséquences sociales et économiques à plus long terme des migrations considérées tant pour les travailleurs migrants que pour les communautés

d) Il conviendra à cet égard de rappeler la complémentarité des économies des pays de l'Ouest africain, pays côtiers et pays de l'intérieur qui a été soulignée dans le rapport sur "la coopération économique intra-africaine"[1], présenté récemment par la Commission économique des Nations Unies pour l'Afrique. Il faudra aussi tenir compte des perspectives de groupement entre pays de l'Afrique occidentale dont le rapport, qui vient d'être mentionné, souligne l'intérêt notamment du point de vue des politiques de migrations qui pourraient être conjointement conçues et mises en oeuvre par les pays intéressés en tant que composante de politiques de l'emploi et de main-d'oeuvre qui ne se limiteraient plus au cadre national de chacun des pays.

e) Les solutions qui seront adoptées pour répondre aux problèmes posés par les migrations de la sous-région devraient enfin être élaborées en tenant pleinement compte des possibilités et des besoins à moyen terme du "Programme de reconstruction rurale" préconisés ci-dessus et, à plus long terme, des vastes opérations multinationales de mise en valeur et de développement des bassins fluviaux et lacustres de la zone sahélienne qui sont envisagées dans le présent chapitre.

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[1] Nations Unies, Commission économique pour l'Afrique, "La coopération économique intra-africaine", E.CN.14/L 409.

E. LA COOPERATION INTERAGENCES

Les suggestions du présent rapport soulignent l'intérêt du BIT envers les divers aspects techniques, économiques et sociaux des problèmes liés à la sécheresse dans les pays du Sahel. Si le BIT est prêt à mettre en oeuvre certaines de ces recommandations, nombre d'entre elles doivent être appliquées dans le cadre d'une coopération, non seulement entre les agences spécialisées des Nations Unies, mais avec les assistances nombreuses, bi ou multilatérales qui se sont offertes pour aider les pays du Sahel dans leur détresse présente.

Toute coordination doit tendre, d'une part, à éviter les chevauchements et, d'autre part, à promouvoir une politique commune interorganisations. A cet égard, et compte tenu des intentions déjà manifestées, le BIT :

- est prêt à participer aux différentes réunions qui auront lieu concernant les problèmes de la sécheresse dans le Sahel, en particulier aux deux réunions techniques prévues en 1973 et 1974;
- a décidé que son bureau sous-régional à Dakar serait le centre de liaison pour les activités du BIT dans les pays du Sahel en relation avec les problèmes de la sécheresse;
- est en train d'examiner une réorientation possible de certains des projets dont il est chargé en Afrique, dans le cadre de la programmation par pays, et des fonds éventuellement disponibles au titre des mesures spéciales pour les 25 pays les moins favorisés;
- est prêt à participer aux activités au bureau des Nations Unies pour la sécheresse à Ouagadougou, en nommant un conseiller en main-d'oeuvre et conditions de travail spécialement affecté à ce bureau et pouvant proposer l'envoi de consultants pour traiter d'aspects spécifiques du problème de

Compte tenu de l'importance des problèmes d'emploi consécutifs à la sécheresse, ce conseiller devra être un spécialiste des questions d'emploi rural mais avoir des connaissances suffisamment étendues dans les autres secteurs de l'activité du BIT pour pouvoir les soutenir et les développer en fonction des nécessités du moment. Il fera rapport au bureau du BIT à Dakar, responsable de la coordination des activités du BIT dans le domaine de la sécheresse, et au siège central où sera établi un groupe technique permanent chargé du même problème. Il gardera un contact étroit avec l'équipe du PECTA à Dakar à laquelle il pourra faire appel - comme à tous les experts du BIT dans la région - toutes les fois que cela sera opportun ou nécessaire.

Il visitera systématiquement les pays intéressés pour analyser la situation et en tirer toutes les conclusions pour le développement du programme. Il proposera toutes actions de formation nécessaires, et en particulier pourra prendre l'initiative des séminaires de formation énumérés dans le présent rapport. Il sera responsable des activités régionales. Dans le cadre des échanges d'informations entre les six pays du Sahel, il constituera une documentation, d'une part destinée aux différents organes du BIT, d'autre part aux pays intéressés, qui recevront par son canal (sans exclure évidemment les programmes nationaux du BIT) toutes informations utiles. Enfin, il agira comme expert interétats en main-d'oeuvre dans les différents secteurs de sa propre spécialité technique.

D'autre part, le BIT continuera la collaboration déjà en cours avec la FAO et l'UNESCO pour les questions d'éducation et de formation en milieu rural, avec l'UNIDO pour les questions d'industrialisation et avec l'UNICEF pour les problèmes particuliers aux femmes et aux enfants. Il est prêt à examiner avec les pays intéressés et les organismes des Nations Unies compétent en particulier l'unité technique de coordination dirigée par le sous-secrétaire Bradford Morse, les possibilités de mise en

La coopération avec le Programme alimentaire mondial doit faire l'objet d'une attention particulière; ce dernier a participé aux opérations d'urgence et son assistance a été d'une grande importance. En plus, le PAM pourrait coopérer par l'attribution d'aliments aux opérations de préinvestissement proposées dans le présent rapport : mise en oeuvre du programme de petits travaux ruraux; assistance à tous les centres de formation agricole ou artisanale; assistance aux artisans ou aux agriculteurs en attendant la première récolte ou le premier revenu. Aussi l'assistance du PAM pourrait-elle faire l'objet de négociations pour chaque projet particulier.

PROJETS DU BUREAU INTERNATIONAL DU TRAVAIL EN COURS OU PREVUS DANS LES SIX PAYS DU SAHEL

(15 juillet 1973)

Numéro du projet	Titre	Contribution PNUD
	Mauritanie	
MAU/71/508	Artisanat tapis Prochaine mise en place d'un expert pour 12 mois -	$ 35.000 (solde)
	Sénégal	
SEN 69/001	Développement des coopératives	$ 199.366
SEN 69/004/A	Sécurité sociale	$ 59.780
SEN 71/519	Formation professionnelle commerciale et de secrétariat	$ 336.800
SEN/71/526	Formation professionnelle rurale Phase III (1973)	$ 1.088.900
	Niger	
NER/73/001	Sécurité sociale (en préparation)	
NER/72/001	Assistance aux sociétés d'économie mixte du Niger Perfectionnement des cadres de gestion	$ 849.000
	Assistance préparatoire en cours	
NER/70/516	Projet FAO - Développement agricole dans le Dallol Maourt (1 expert/1 mois)	
	Mali	
MLI/68/003	Formation professionnelle employés de banque	128.000
MLI/65/503	Progr. de formation d'instructeurs et de moniteurs de développement	

MLI/72/006	2me phase Assistance préparatoire $ 25.000	$ 466.250
MLI/68/510	Centres à orientation pratique (avec Unesco/FAO)	$ 1.333.665
MLI/70/002	Travaux publics (établissement des listes de prix)	$ 80.000
MLI/71/525	Institut de productivité et de gestion prévisionnelle Assistance préparatoire	$ 1.219.700
MLI 128 TRUST FUND	Programme d'entretien routier	
	Tchad	
CHD/68/002	Sécurité sociale	$ 30.000
CHD/68/014	Projet Nations Unies-1 expert BIT en planification des ressources humaines	$ 63.768
CHD/69/504	Développement rural de la région du Ouaddaï (avec FAO/Unesco) et UN Phase II en préparation	$ 1.127.100
	Haute-Volta	
UPV/68/005	Formation professionnel du personnel de bureau	$ 149.444
UPV/71/514/B	Centre national de formation professionnelle pour l'artisanat rural	$ 834.413
UPV/68/014	Législation de la Sécurité sociale	$ 75.000
UPV/71/009	Education ouvrière	$ 36.350
UPV/71/012	Développement des petites entreprises villageoises Continuation en préparation	$ 31.500
UPV/73/002	Projet Emploi/Formation y compris encadrement des travailleurs migrants (en préparation)	

STATEMENT BY THE FAO REPRESENTATIVE
CONCERNING SUGGESTIONS FOR MEDIUM AND LONG-TERM ACTIONS FOR THE DEVELOPMENT OF THE SAHELIAN ZONE

Mr. Chairman,

On the occasion of the meeting of the UNDP Governing Council, it was my privilege to set forth what FAO had done in the field of emergency measures designed to meet the most urgent requirements of the six Sahelian countries. The report by the Director-General of FAO to its Council has been circulated to you and this document takes stock of the actions taken by the Director-General since the beginning of the crisis.

Below I will mention just a number of salient points:

- creation within FAO of working parties responsible for planning the emergency measures from the human and animal viewpoints and for studying long-term measures to remedy the key problems involved in development of the Sahelian zones;
- appointment of a special adviser, Mr. Raymond Scheyven, responsible for promoting initiatives and enlisting support for the rehabilitation of the Sahelian zones;
- appeal made on 10 May by the Director-General to 20 donor countries and a number of non-governmental organizations, which was amplified by the ECOSOC resolution of 18 May and the designation by the United Nations Secretary-General of Mr. Boerma as the United Nations aid coordinator for emergency aid;
- creation within FAO of an operational office for Sahelian relief under the direction of Mr. J.V.A. Nehemiah, Director of the Division of Inter-Agency Affairs, and the establishment in Ouagadougou of machinery to aid the Inter-State Committee set-up in Ouagadougou under the high authority of Mr. Dakouré, the Minister of Agriculture and Livestock of Upper Volta, in coordinating the necessary supplies to the populations. Mr. Moïse Mensah, Assistant Director-General and FAO Representative for Africa, has moved from Accra to Ouagadougou and is taking over responsibility for coordinating the United Nations emergency operations. A technical secretariat nucleus to strengthen the Inter-State Committee has also been installed in Ouagadougou.

You are also aware that the principal efforts made to date have concerned food for the populations, seed for farmers and the feed required to save breeding livestock.

Mr. Chairman, I now come to the main purpose of this meeting, which is to supply the United Nations Secretary General with the information he needs to define United Nations participation in a programme intended in the medium and long-term to remedy the key problems of developing the Sahelian zone.

As I have said above, the Director-General of FAO has set up an inter-departmental working party within FAO to examine the different methods of approaching these problems and to propose programmes to solve or palliate them.

This working party has benefitted from the experience acquired by FAO in the field itself and in countries with similar conditions. The development of semi-arid and arid zones has been the subject of specific studies and programmes which have enabled FAO to accumulate some experience in the matter.

The proposals mentioned in the paper handed to you constitute only an explanation of the method of approach followed, of which I would like to stress here a number of main points:

- the Sahelian zone is subject to serious climatic hazards with whose variations we are not familiar at present. Recent observations in Senegal seem to indicate that oscillations between dry and humid periods are on a ten-year basis. However, we are not sufficiently familiar with the problem and thorough agro-climatic studies are necessary. In any case, in making plans for the Sahelian zone, it is necessary to allow for the recurrence of droughts and for their effects on agricultural and animal production;

- we have considered the Sahelian zone as having average annual rainfalls of 100 to 600 mm, thus covering a pastoral area and an agricultural area in which cereal crops (sorghum, millet) are predominant. These two areas have common problems whose solution lies in their improved integration.

- In the past the pastoral and agricultural communities have lived in a certain degree of symbiosis characterized by a reciprocal exchange of goods and services and governed by a code of conduct respected by the parties concerned. Following the increase in population and technological progress in the field of animal health and water pumping, the capacity of the Sahelian zone, with its human and animal load, to absorb climatic hazards has dramatically fallen, and relations between the agricultural and pastoral communities have become embittered as a result of competition for the use of limited natural resources.

It is particularly urgent to attend not only to specific products but also to the optimum use of all natural resources (soil, vegetation, water) available in the zone within a general framework of land-use planning and with the development of the primary, secondary and tertiary sectors.

Similarly, we feel that relations should be restored between pastoral and crop-raising communities by providing region-wide development programmes for their concurrent development. Finally, by systematically seeking ways to develop efforts aimed at promoting the integration of crop and livestock-raising and the involvement of stockmen in the development of their grazing lands and the specialization of their activities.

We also feel that, urgent as it may be to provide in the Sahelian zone assistance scaled to its problems, consideration must also be given to its relationship with the Sudanian zone, which enjoys a more favourable climate and in some areas boasts under-utilized natural resources.

To come to the heart of the matter, Mr. Chairman, we have felt that the upheavals generated by the present catastrophe and the unencouraging start of the current rainy season will very probably result in a poor harvest and, consequently, in yet another period of critical scarcity during the first half of 1974. The period of acute shortage may well continue into 1975 before the effects of the programmes to rehabilitate the Sahel make themselves felt. Hence, we have conceived a set of safety or intermediary measures that fall between the emergency action presently under way and long-term action.

These measures include, first and foremost, the closest monitoring in space and time of current atmospheric precipitation, an inventorying of the food and feed resources that will be available during the coming inter-crop season, and a general review of living conditions for human beings and livestock. These actions will make it possible to develop the planning for and better coordination of food aid and storage. Other actions have been undertaken in regard to seeds and water.

We may also mention the need to take stock without delay of projects for technical assistance and investment in the zone by evaluating the headway they have made and the results that can be expected from them so as the better to fit them into a general development programme. Projects now in process of presentation will also be reviewed from the same standpoint.

In regard to the long and middle-term programme itself, a reading of the document will show, Mr. Chairman, that we have emphasized the development of Sahelian pilot development zones in which coordinated operations would be carried forward in the pastoral field, in crop-raising, and in the promotion of grassland farming. The common purpose of all these actions is to set up a more sustained exchange of goods and services between the two communities and to generate more rational development by giving special attention to conservation of the soil and water resources of the territory concerned. A major effort will be needed to arouse and organize the local populations, whose full and unreserved participation in the work of development is the sole guarantee of its success.

Thus, the procedure in these pilot zones will be to concentrate inputs after inventorying the human and physical resources. This idea is not new and, in some countries of the Sahel, regional development offices have been set up, often supported by development agencies. In any case, the main target has often been a single sector of the economy, in which the idea of land-use planning has been shunted aside for lack of resources.

Some technical programmes are also reviewed to which priority could be given in the aforementioned pilot zones. Some of them could also go beyond the regional scope in order to ensure, for example, links to the development of certain Sudanian zones, such as livestock trails.

Finally, Mr. Chairman, the Inter-Departmental Working Group turned its attention to general support programmes, which can be applied as much to regions as to individual countries. For example, a Sahelian drought insurance fund that could be set up with the assistance of the governments and populations concerned and of international sources, to reimburse the stockman and cultivator for losses over and beyond an unguaranteed minimum. Premiums could be manipulated to favour the intensification of livestock and crop raising methods (better coverage for breeder stock, the use of high-yielding varieties, water and soil conservation measures, etc.) and promote drought control programmes (the accumulation of fodder stockpiles, etc.). Along the same lines, one could cite a grain price stabilization and stockpiling programme that would also give a financial stimulus to producers and dampen annual and seasonal fluctuations of stocks and prices. Lastly, a detailed study, which I will not attempt to summarize here, has been made on the subjects of documentation, education and research.

CONCLUSIONS

The first conclusion, Mr. Chairman, is that the rehabilitation of a zone as extensive and complex as the Sahel is an enterprise for which we have no clearcut methodology. The fact is that emergency, medium-term and long-term measures blend naturally into each other and are not easy to isolate. The enterprise is bound to be long, but absorbing as well.

A second conclusion is that it is up to the governments to take the great decisions to rehabilitate and develop the lands of the Sahel. It is also up to them to mobilize and arouse the rural masses once the programmes have been hammered into shape.

A third conclusion is that it appears from a review of the files that the problems have often been very accurately researched in the field, but the lack of funds and of coordination among donor countries has often hindered the attainment of objectives as ambitious as those mentioned above.

A fourth conclusion is that considerable work has already been done, in which connection honourable mention is due to the quality and scope of the efforts made by the EDF and FAC.

A fifth conclusion is that a major effort in this field calls for the coordination and involvement of all sources of support. Imagination and innovation are also needed, in which connection nothing is more essential than a review of the criteria of investment, whether for the development of low-prestige but essential grain crops, for the establishment of a network of all-weather trails, for the development of local crafts, etc.

Mr. Chairman, I have not mentioned in every case the points of a programme in which we felt there was an important part for a sister Organization to play. In any case, the WMO, WHO, Unesco, the ILO, OTC and UNDP, to mention only the most important agencies, are definitely concerned in more ways than one with the preliminary proposals we have put forward.

These propsoals are the outcome of experience gathered in the field with the UNDP, nongovernmental organisations, our joint FAO/IBRD programme, and our FAO/Governments cooperative programme. On this point I may properly thank the Representative of the SIDA, which has confirmed its support to an FAO study project for control of the advance of the desert south of the Sahara. Moreover, FAO is now working out in further detail the proposals for action I have briefly set forth above.

Mr. Chairman, FAO had the pleasure and honour to welcome in the session of its Council His Excellency Minister Dakouré, Chairman of the Inter-State Committee for the Sahelian zone, which is charged with the coordination of short, medium and long-term measures to control the drought in the Sahel. Like yourself, Mr. Chairman, he has been kind enough to voice his basic agreement to the approach taken by our working group. FAO welcomes the establishment of the Inter-State Committee in Ouagadougou and the forthcoming establishment of a technical secretariat.

As we await the decisions to be taken by the Inter-State Committee regarding the order of priority and the content of the programmes to be undertaken, FAO is ready to take up its responsibilities in the rural development of the Sahelian areas in full co-operation with the other United Nations agencies and bilateral and multilateral aid arrangements.

DECLARATION DU REPRESENTANT DE LA FAO
SUR DES SUGGESTIONS POUR DES ACTIONS A MOYEN ET A LONG TERME
POUR LE DEVELOPPEMENT DE LA ZONE SAHELIENNE

F

Monsieur le Président,

J'ai eu l'honneur, lors de la réunion du Conseil d'Administration du PNUD, d'exposer ce que la FAO avait fait dans le domaine des mesures d'urgence destinées à faire face aux besoins les plus pressants des six pays sahéliens. Le rapport du Directeur général de la FAO à son Conseil vous a été distribué et ce document fait le point des activités entreprises par le Directeur général depuis le début de la crise.

Je ne rappellerai ici que quelques points saillants:

- création au sein de la FAO de groupes de travail chargés d'effectuer la planification des mesures d'urgence au point de vue humain et animal et l'étude des mesures à long terme destinées à remédier aux problèmes clés du développement des zones sahéliennes;

- nomination d'un conseiller spécial, M. Raymond Scheyven, chargé de promouvoir les initiatives et d'alerter les bonnes volontés en vue de la remise en valeur des zones sahéliennes;

- appel fait le 10 mai par le Directeur général à vingt Etats donateurs et à un certain nombre d'organisations non-gouvernementales, appel amplifié par la résolution de l'ECOSOC du 18 mai et la désignation par le Secrétaire général des Nations Unies, de Monsieur Boerma comme coordinateur de l'aide des Nations Unies en matière de secours d'urgence;

- création, au sein de la FAO, d'un bureau opérationnel pour les secours au Sahel, sous la direction de M. J.V.A. Nehemiah, Directeur de la Division des Affaires interinstitutions et établissement à Ouagadougou d'un dispositif destiné à aider le Comité Inter-Etats créé à Ouagadougou sous la haute autorité de M. Dakouré, Ministre de l'agriculture et de l'élevage de Haute Volta, à coordonner les approvisionnements nécessaires aux populations. M. Moïse Mensah, Sous-Directeur général et Représentant de la FAO pour l'Afrique, s'est déplacé d'Accra à Ouagadougou et assume la responsabilité de la coordination des opérations d'urgence des Nations Unies. Un embryon de Secrétariat technique destiné à renforcer le Comité Inter-Etats a également été mis en place à Ouagadougou.

Vous savez également que les efforts principaux effectués jusqu'à ce jour ont porté sur les vivres pour les populations, les semences pour les agriculteurs et les aliments pour sauver le cheptel de reproduction.

Monsieur le Président, j'en arrive maintenant à l'objet principal de cette réunion qui est d'apporter au Secrétaire général des Nations Unies les informations qui lui sont nécessaires pour définir la participation des Nations Unies à un programme destiné, dans le moyen et long terme, à remédier aux problèmes clés du développement de la zone sahélienne.

Comme je l'ai dit plus haut, le Directeur général de la FAO a créé un groupe de travail interdépartemental au sein de la FAO pour étudier les différentes méthodes d'approche de ces problèmes et proposer les programmes destinés à résoudre ou atténuer ces problèmes.

Ce groupe de travail a pu bénéficier de l'expérience acquise par la FAO sur le terrain même et dans des pays à conditions similaires. En effet, le développement des zones semi-arides a fait l'objet d'études et de programmes spécifiques, qui ont permis à la FAO d'accumuler une certaine expérience en la matière.

Les propositions qui sont mentionnées dans le papier qui vous a été remis ne constituent qu'un explicatif de la méthode d'approche suivie et dont je voudrais souligner ici quelques éléments principaux:

- la zone sahélienne est soumise à des aléas climatiques sérieux dont nous ne connaissons pas actuellement la modulation. Des relevés récents faits au Sénégal semblent indiquer que les oscillations entre les périodes sèches et humides sont décennales. Toutefois, nous ne connaissons pas suffisamment le problème et des études agro-climatiques fouillées sont nécessaires. En tout état de cause, il faut compter dans la programmation de la zone sahélienne, avec la récurrence des sécheresses et de ses effets sur les productions agricoles et animales;
- nous avons considéré la zone sahélienne comme s'étendant des pluviosités moyennes annuelles de 100 à 600 mm, englobant ainsi une zone pastorale et une zone agricole où les cultures céréalières (sorgho, mil) sont prédominantes. Ces deux zones ont des problèmes communs dont la solution réside dans leur meilleure intégration. En effet, les communautés pastorales et agricoles ont vécu dans le passé dans une certaine symbiose, caractérisée par un échange réciproque de biens et services et régie par un code de conduite respecté par les parties en cause. Suite à la montée démographique et aux progrès technologiques dans le domaine de la santé animale et de l'exhaure hydraulique, la capacité de la zone sahélienne d'absorber, avec sa charge humaine et animale, les aléas climatiques a dramatiquement diminué, de même que se sont aigris les rapports entre les communautés agricoles et pastorales, en concurrence pour l'utilisation de ressources naturelles limitées.

Il est dont particulièrement urgent de se préoccuper, non seulement de productions spécifiques, mais aussi de l'utilisation optimale de toutes les ressources naturelles (sol, végétation, eau) disponibles dans la zone, dans un cadre général d'aménagement du territoire et en développant les secteurs primaires, secondaires et tertiaires.

Similairement, nous pensons qu'il faille restaurer les rapports entre les communautés pastorales et agricoles, les faisant bénéficier, au même moment, et sur une base régionale, de programmes de développement. Enfin, en recherchant de façon systématique à développer les actions destinées à favoriser l'intégration agriculture - élevage et l'intéressement des éleveurs à l'aménagement de leur territoire pastoral et à la spécialisation de leur production.

Nous pensons également que, quelque soit l'urgence d'apporter à la zone sahélienne une aide proportionnée à ses problèmes, il faille également envisager les relations existant entre celle-ci et la zone soudanienne, plus favorisées par le climat et disposant parfois de ressources naturelles sous-employées.

Entrant maintenant, Monsieur le Président, dans le vif du sujet, nous avons estimé que les bouleversements nés de la présente catastrophe et les prémices défavorables de la saison des pluies en cours vont entraîner très vraisemblablement une récolte déficitaire et, par conséquent, une période de soudure à nouveau très critique durant la première moitié de 1974. Il est possible qu'une situation déficitaire aiguë continue encore en 1975 avant que ne se fassent sentir les effets des programmes de remise en valeur des territoires sahéliens. Nous avons donc envisagé un ensemble de mesures de sauvegarde ou intermédiaires, situées entre les mesures d'urgence actuellement en cours et celles à moyen et long terme.

Parmi ces mesures figurent en premier lieu la surveillance plus serrée dans l'espace et dans le temps des précipitations atmosphériques actuelles et l'inventaire des ressources alimentaires et fourragères qui seront disponibles durant la prochaine inter-saison culturale et celui des conditions de vie des populations et du cheptel. Ces actions permettraient de mettre au point la planification et une meilleure coordination des aides alimentaires ainsi que le stockage des produits. D'autres actions concernent le secteur des semences, et celui de l'hydraulique.

Mentionnons aussi la nécessité de faire le point sans tarder, des projets d'assistance technique et d'investissement dans la zone, en évaluant leur degré d'avancement et les résultats que l'on peut en attendre, de façon à mieux les cadrer dans un programme général de développement. Dans le même ordre d'idée, on procèdera aussi à la révision des projets en cours de présentation.

En ce qui concerne le programme à long et moyen terme proprement dit, vous pouvez constater à la lecture du document, Monsieur le Président, que nous avons mis l'accent sur le développement de zones pilotes de développement sahélien où des actions coordonnées seraient menées dans le domaine pastoral, dans le domaine agricole et dans la promotion de l'agriculture herbagère. Le fil conducteur de ces actions est d'établir un échange plus continu de biens et services entre les deux communautés et d'assurer la mise en valeur la plus rationnelle en prêtant une attention particulière à la conservation du sol et des eaux du territoire concerné. Un effort important devra être fait en ce qui concerne l'animation et l'encadrement des populations dont la participation pleine et entière aux efforts de développement peut seule garantir le succès de ceux-ci.

On procèdera donc dans ces zones pilotes à la concentration des intrants après avoir inventorié les ressources humaines et physiques. Cette idée n'est pas neuve et dans certains pays de la zone sahélienne des Offices régionaux de dévelopement ont été établis souvent appuyés par des sociétés d'intervention. Toutefois, l'objectif principal a été fréquemment un seul secteur de l'économie où le concept de l'aménagement du territoire est resté marginal du fait de l'insuffisance des moyens.

Un certain nombre de programmes techniques sont également passés en revue qui peuvent s'insérer, en priorité, dans les zones pilotes mentionnées plus haut. Certains peuvent aussi dépasser ce cadre régional de façon à assurer, par exemple, la liaison avec le développement de certaines zones soudaniennes, telles les zones onchocerquiennes.

Enfin, Monsieur le Président, l'attention du Groupe de travail interdépartmental de la FAO s'est portée sur des programmes d'appui généraux, ceux-là même qui se prêtent à l'ensemble des territoires nationaux ou à la régionalisation. Citons l'établissement d'un Fonds sahélien d'assurance contre la sécheresse qui, avec la participation des aides internationales des gouvernements et des populations intéressées, pourrait rembourser l'éleveur et le cultivateur des pertes situées au-dessus d'une certaine franchise. Le Fonds pourrait par le jeu de primes plus avantageuses favoriser l'intensification des méthodes d'élevage et d'agriculture et promouvoir des programmes d'atténuation des sécheresses. Dans le même ordre d'idées, on pourrait citer un programme de stabilisation du prix et de stockage des céréales en s'efforçant de donner un stimulant financier aux producteurs, et de réduire les variations annuelles et saisonnières des stocks et des prix. Enfin, tant le domaine de la documentation, de l'éducation et de la recherche a fait l'objet d'un examen détaillé que je ne vais pas tenter de résumer ici.

CONCLUSIONS

La première, Monsieur le Président, est que la remise en valeur d'une zone étendue et complexe comme la zone sahélienne est une entreprise pour laquelle nous n'avons pas de méthodologie bien définie. En fait, les mesures d'urgence, intermédiaires, à moyen et long terme, s'enchaînent naturellement et il n'est pas aisé de les séparer les unes des autres. Très certainement, l'entreprise sera longue, mais passionnante.

Une deuxième conclusion est que c'est aux gouvernements à décider des grandes options à prendre pour remettre en valeur et développer les territoires sahéliens. C'est également à eux qu'il incombe de mobiliser et d'animer les masses rurales, une fois que les programmes auront été définis.

Une troisième conclusion est que, à l'examen des dossiers, il apparaît que l'analyse des problèmes a été souvent très bien faite sur place, mais que le manque de fonds et de coordination entre pays donateurs a souvent empêché la réalisation d'objectifs assez ambitieux tels que ceux énumérés plus haut.

Une quatrième conclusion est qu'un travail important a déjà été réalisé, et à cet égard, il faut souligner la qualité et l'ampleur des efforts faits par le FED et le FAC.

Une cinquième conclusion est que pour réaliser un effort majeur dans le domaine qui nous occupe, il faut la coordination et l'engagement de toutes les bonnes volontés. Il faut aussi de l'imagination et il faut innover : à cet égard, rien de plus nécessaire qu'une révision des critères d'investissement, que ce soit pour le développement de cultures céréalières peu prestigieuses mais combien essentielles, pour l'implantation d'un réseau de pistes utilisables en toutes saisons, pour le développement de l'artisanat local, etc.

Monsieur le Président, nous n'avons pas mentionné, dans chaque cas, les points d'un programme où nous pensions qu'une Organisation soeur avait à jouer un rôle important. Il est certain que l'OMM, l'OMS, l'UNESCO, le BIT, l'OTC et le PNUD, pour ne citer que les plus importantes, sont concernées à plus d'un titre par les propositions préliminaires que nous vous avons faites.

Celles-ci résultent du fruit de l'expérience recueillie sur le terrain, avec le PNUD, avec les Organisations non-gouvernementales, avec notre programme coopératif FAO/BIRD, avec notre programme coopératif FAO/Gouvernements. A cet égard, il convient de remercier ici le Représentant de la SIDA, dont l'Organisation a bien voulu confirmer son soutien à un projet FAO d'étude de lutte contre la désertification au Sud du Sahara.

La FAO est par ailleurs occupée à définir en plus de détails les propositions d'action que j'ai brièvement mentionnées plus haut.

la FAO, Monsieur le Président, a eu le plaisir et l'honneur d'accueillir lors de la séance de son Conseil, S.E.M. le Ministre Dakouré, président du Comité Inter-Etats de la zone sahélienne, chargé de la coordination des mesures à court, moyen et long terme pour combattre la sécheresse au Sahel. Il a bien voulu, ainsi que vous-même, Monsieur le Président, exprimer son accord de base sur la ligne de travail suivie par notre groupe de travail. La FAO se félicite de la constitution du Comité Inter-Etats à Ouagadougou et de l'établissement prochain d'un Secrétariat technique.

En attendant les décisions à prendre par le Comité Inter-Etats en ce qui concerne l'ordre de priorité et la substance des programmes à entreprendre, la FAO est prête à assumer ses responsabilités en ce qui concerne le développement rural des zones sahéliennes en pleine collaboration avec les autres Organisations des Nations Unies et les aides bi- et multi-latérales.

INTERDIVISIONAL WORKING GROUP

Working Document

prepared 1.3.73

TENTATIVE PROPOSALS
FOR AN INTEGRATED APPROACH TO THE LONG-TERM DEVELOPMENT
OF WEST AFRICAN SAHELIAN BELT

WS/D7404

INTRODUCTION

1. Definition and Extent of the Zone

There is no easy definition of the area of West Africa, bordering on the Southern parts of the Sahara, which is covered by vast tracts of rangelands and typical drought resistant field food crops.

For the sake of clarification, we may distinguish two main belts in the above zone:

- the most northern part of this area is characterized by a pastoral economy. It extends roughly from the isohyets (levels of equal amounts of rain) 100 to 300 mm. Practically no crop production takes place in this belt, except in valleys or swamp-like areas, through water control and irrigation. It is the true Sahelian zone;

- south of this belt, a grain producing belt, where sorghum and millet are predominant. In rainfed conditions, the general minimal rainfall for these two crops is estimated at about 400 mm, although millet, being more drought resistant than sorghum, is cultivated in dryer areas. The crop belt has thus been summarized as extending from 300 mm up to 600 mm rainfall per year.

  It has in the past sometimes been referred to as the Sahelo-Sudanian zone.

2. The attached map indicates that six West African countries have a large part of their territories coming under the above classification: Mauritania, Senegal, Mali, Upper Volta, Niger and Chad. An extreme simplification would put the entire zone between the latitudes 14°N to 20°N, and longitudes 10°W to 23°E, which brings the rough total of the area concerned to about 2.5 million km^2, or five times the land area of France.

3. The Environment

The isohyets in the Zone run quite parallel to the equator, although they dip southwards as they extend eastwards. Chad is, therefore, the driest region of the zone at its latitude. Rains are concentrated during the summer, from June to September. They are intense and brief. They are also erratic as they depend from the relative humidity and location of the Inter-Tropical Convergence Zone. These are influenced, in opposite ways, by the monsoon air and the dry wind "Harmattan", blowing from opposite directions. Dry spells are frequent, and at one location it has been recorded that two consecutive years with a rainfall below the 30-year mean average, occur practically half the time. Evapotranspiration is high and generally above 1 800 mm. The only month with a surplus of water is August. Temperatures are high, particularly before the rains set in, in March, April and May.

4. Except large permanent rivers like Niger and Senegal, and some lakes, most of the water resources lie underground, either in shallow underground reservoirs in the crystalline precambrian shield, or in aquifers in sedementary rocks covering the shield, or in recent river sediments.

5. The rangelands vegetation is composed mostly of annuals, and the useful perennials have frequently been eliminated by overgrazing. The production is therefore limited in time and low in quantity up to the point that it has been estimated that seasonally, branches lopped off by shepherds from browse-trees (mostly Acac[illegible] contribute more to the diet of the livestock than the grass cover. As they are, rangelands contribute most if not all the feed ingested by a numerous livestock with the exception of the stubble fields which are grazed after harvest by the transhuming animals.

6. The livestock population in the countries concerned are estimated as follows:

Table 1

LIVESTOCK FIGURES (in 000 Heads) - 1968

	Cattle	Sheep	Goats	Camels
Senegal	2 750	1 350	1 490	31
Mauritania	2 100	2 600	2 200	500
Mali	5 067	5 200	5 100	231
Niger	4 100	2 500	5 870	380
Upper Volta	2 600	1 700	2 400	6
Chad	4 700	2 500	1 500	-
TOTAL	21 317	15 850	18 560	1 148

Although these are national figures, the livestock which is kept in the zone under consideration represents a major share of the above totals.

7. The pastoralists and the agriculturalists have exploited the meagre resources of the Zone as best as they could. The pastoralists have done so by breeding their livestock to withstand infrequent watering, a sober diet and long journeys. It is by adroit shifting of the livestock over large tracts of lands and their own adaptation to a simple nomadic life that the major economic asset of the true Sahelian zone, a capital on the hoof, has been built up.

The agriculturalist is providing the staple diet of the area by growing short cycle cereals. He also keeps alive the great majority of the transhumant livestock from the rangelands by offering them the possibility to graze his stubble fields and fallows before the rains set in.

DEFINITION OF THE PROBLEMS

8. Present Use of Resources

The balance between the ecosystem and the pastoralist and his animals or the agriculturalist and his plough is delicate in the zone. Climatic conditions are such that unusually adverse factors can tip the biological balance the wrong way, often beyond rehabilitation.

The nearer to the desert, the more susceptible an area is to mismanagement. The balance which has been achieved over the centuries has been altered by the disappearance of traditional rights to identified grazing areas and watering points.

Human and animal health measures have contributed to an increase in both populations, an increase which can be absorbed with great difficulty by a subsistence economy.

The lack of any range management policy has led to overgrazing, particularly around watering points. Desert is encroaching from within and without the Sahelian zone. The scarce tree vegetation is decreasing fast, through burning, land clearing and the quest for browse and firewood.

Water development programmes (the drilling of deep boreholes, for instance) has frequently neglected the proper land use of surrounding areas.

Apart from the traditional use of shallow ponds and wells, the water demand of livestock raisers has too frequently been met by the establishment of a costly infrastructure, which has sometimes broken down after a few years, as the users were not involved from the start; the lack of an integrated approach to the exploitation of surface and sub-surface water resources has prevented the inclusion of a meaningful water development policy into a long-term range development plan.

Sorghum and millet make up as much as 70 percent of the total food intake of the population living in the zone. However, the rotation cycle has frequently been shortened to cope with an increasing demand, with a resulting loss of soil fertility and structure. Also, the transfer of technology has not been adequately effected for these crops, notably as regards breeding research.

9. The productivity of the present land use systems is generally low and reflects a subsistence economy. Livestock offtake is around 10 to 12 percent; the keeping of unproductive animals and an unbalanced herd structure are heavily taxing the meagre resources of the rangelands and stubble-fields. Traditional marketing channels do not offer the necessary incentives for the producers to improve their management methods. The lack of integration between the livestock and crop belt hampers both a possible de-stocking of range areas and the improvement of the soil fertility of the croplands. There is a growing deficit of cereals, which has to be met by imports; consequently, there are no food reserves which can be utilized in case of emergency.

The above reflects the absence of a comprehensive development policy which could provide the necessary inputs in the form of supporting services, subsidies and guaranteed prices in order to gradually lift the present economy out of its subsistence level.

10. Purpose of the Present Paper

The recent succession of dry years have brought to the fore the cost of neglecting long-term planning and proper attention to the development of the zone.

The present drought situation entails the following consequences as evidenced by the recent reports and cables received from the area:

- a possible loss of human lives and increased misery for thousands of people;
- an emergency food aid programme, which will reach a total of about $50 million if the requests from the six countries have to be met;
- the survival of approximately 4 million heads of cattle is threatened and preliminary estimates indicate that the value of losses could be above $100 million;[1]
- a loss of livestock productivity and a sharp degradation of some parts of the rangelands, which cannot be quantified now but will make any further development considerably more difficult. The seriousness of this cannot be overemphasized.

Droughts, as well as serious livestock losses and crop failures, have always followed in the zone a recurrent pattern. What is experienced now is the cumulative effect of several exceptional dry years, which has highlighted the vulnerability of the present production systems. There is no doubt that the present crisis will happen again, possibly each time more severe because of the growing degradation of the rangelands.

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[1] Emergency action to assist immediately the Governments in the Sahelian zone in saving as large a part as possible of their livestock population is being undertaken with UNDP/FAO assistance.

There seems to be a clear case for an international close collaboration which would help the Governments to devise a long-term strategy to meet the challenge of developing these lands and to avoid the costly recurrence of the present situation.

The crop and rangeland belts of the zone have been looked at together as they have common problems and as the development of the crop areas, through animal traction and the development of fodder crops, may play an important role for alleviating the pressure on the rangelands.

The formulation of the practical steps which can be taken in the above respect has been done through:

- the recording of the on-going or shortly to be implemented projects by multi-lateral and bi-lateral aids;
- the definition of a long-term programme, involving the following:
  - establishment of an early warning system to monitor the conditions and trends of the rangelands;
  - fodder crops production and forage conservation, so as to constitute famine reserves;
  - provision of water supplies at strategic points to be determined;
  - improvement of crop production and promotion of mixed farming in the agricultural zone to encourage a gradual movement of livestock out of the Sahel and the reduction of pressure on the rangelands;
  - organization of effective national and sub-regional marketing systems.

In all the above fields, there should be an improvement of the communication system between the technicians and the pastoral and farming communities.

11. On-Going Agricultural Development Projects Supported by UNDP

A)

Country	Code	Title	Period	Earmarking US$
Chad	CHD/4	Integrated Rural Development of Ouaddai (ILO)	1972-74	1 500 000
	CHD/69/3	Development of Animal Husbandry (FAO)	1972-74	300 000
	CHD/69/4	Wildlife Preservation (FAO)	1972-74	104 000
	CHD/71/510	Hydraulic Resources (UNOTC)	1972-75	750 000
	CHD/71/2	Reforestation (FAO)	1972-76	92 000
Mali	MLI/71/518	Rice Multiplication (FAO)	1971-74	676 000
	MLI/71/523	Livestock and Meat Marketing (FAO)	1971-75	1 376 000
Mauritania	MAU/72/004	National Agricultural Experimental Station (FAO)	1971-72	108 000

Country	Code	Title	Period	Earmarking US$
Niger	NER/70/516	Agricultural Development Dallol Maouri (FAO)	1972-76	1 115 000
	NER/71/521	Industrialization Millet (FAO)	1971-73	652 000
	NER/ /	Improvement of nomadic living conditions (OTC-FAO)	1972-74	591 000
Senegal	SEN/64/505	Nutritional Technology (FAO)	1965-74	2 057 000
	SEN/71/510	Horticultural Development (FAO)	1971-74	721 000
Upper Volta	UPV/68/507	Agricultural Centre Matourkou (FAO)	1969-73	1 130 000
	UPV/68/006	Agricultural Extension (FAO)	1972-74	73 000
	UPV/69/006	Rice Cultivation (FAO)	1972-74	101 900
	UPV/71/003	Cotton Phyllodia (FAO)	1972-75	431 100
	UPV/71/006	Forestry Legislation (FAO)	1972	30 000
	UPV/72/006	Assistance to OCLALAV (FAO)	1973	3 700
	UPV/72/035	Rice experimental centre (FAO)	1973-75	260 000
	UPV/71/007	Hides and Skins (SIS)		
		TOTAL		12 079 700

b) Regional

Code	Title	Period	Earmarking US$
RAF/71/269	Agricultural Development Centres in Lake Chad Basin (FAO)	1973-75	1 725 000
RAF/68/114	Agricultural Research in the Senegal River Basin (FAO)	NTE VI/73	150 000
RAF/68/061	Hydro-agricultural Survey of the Senegal River Basin (FAO)	1973-74	1 000 000
RAF/71/268	Livestock Development in Assale-Serbewel Districts (FAO)	1973-77	1 257 000
RAF/67/087	Control of Grain-Eating Birds (FAO)	1973-77	1 800 000
RAF/71/146	Research on African Migratory Locust (FAO)	1973-75	1 000 000
RAF/70/248	West African Livestock Development Study (FAO)	1973-75	233 000
RAF/73 (2)	Pilot Project for Increased Meat Production (proposal) (FAO)	1975-78	1 200 000
RAF/72/(15)	Assistance to CIEH (proposal)	1973-74	30 000
RAF/73/(4)	Prevention of Further Spread and Rehabilitation of the Marginal Areas of the Sahara (proposal)		
RAF/71/188	Onchocercosis Control (WHO)	1971-73	830 000
	Total Regional Projects		11 025 000
	Total National Projects		12 079 700
	GRAND TOTAL		23 104 700

12. Assistance from Sources Other than UNDP

Chad

Under project 330, Training of Rural Youth in Rural Development, Project 473, Stabilization of Cereal Prices, Project 119, Land Reclamation NE of Lake Chad and Project 558, Reforestation, WFP provides substantial assistance in the Agricultural Sector.

IBRD's programme of assistance includes rural water resources development, well digging for cattle in Batha, cotton production and livestock production for which a US$ 2.2 million loan is being requested.

France and the European Development Fund (FED) have provided assistance on a large-scale toward increasing cotton output by productivity techniques. Under the French bilateral assistance programme (IRAT, IEMVT and ORSTOM), research programmes are being implemented aimed at developing crops which can be grown in polders.

France is also assisting in the training of agricultural and veterinary staff of the Ba Illi Agricultural College and the Animal and Veterinary Institute. FED has participated in the construction of these schools. Many agricultural vocational training programmes are implemented with bi-lateral assistance from Switzerland, Federal Republic of Germany, Israel, Republic of China, etc., and in programmes of non-governmental organizations such as religious missions.

Mali

The country has received a substantial amount of assistance in the agricultural sector from the Fonds Européen de Développement (FED): Abattoir in Bamako, Cultivation of Tobacco and Rice, Agro-agricultural Development in the Niger Valley, Fattening Ranch in Niono, etc. The Fonds d'Aide et de Coopération (FAC, French bi-lateral assistance) has supported cotton, peanut and rice cultivation activities and a study on livestock production in the Mopti region has also been performed.

Under the IBRD programme, provision is made for a US$ 6.9 million project for Agricultural Development and a US$ 2.0 million project for Livestock Development is planned.

The USAID is assisting in grain stabilization, establishment of a model beef farm in the Markala region and the construction and equipment of an animal vaccine laboratory in Bamako.

Mauritania

IBRD is assisting in a US$ 4.2 million livestock development programme providing for stock-watering through the repair and drilling or digging of wells; maintenance of fire-breaks and procurement of equipment. The country also receives a substantial amount of assistance from FED, France, USA and other countries. No figures, however, are available of bi-lateral aid by sector, except for the important aid from the People's Republic of China, part of which is utilized in the agricultural sector (M'Pourié rice project).

Niger

A US$ 2.5 million project for Livestock Development is being requested with IBRD and a US$ 0.6 million Agricultural Development Programme is being established. IBRD/IDA and/or FED have been approached to assist in rice production.

FED is assisting in programmes aimed at increasing peanut and millet production in the Zinder areas, as well as cotton and grains in the Badeguicheri and Maradi regions.

Senegal

IBRD finances four important agricultural projects, namely Agricultural Credit (US$9.5 million), Migration to "new lands" (US$ 1.4 million), Rice Cultivation Casamance (US$ 3.7 million) and Irrigated Agriculture in the Delta of the Senegal River (US$ 4.5 million).

The European Development Fund is assisting in a number of agricultural projects, particularly cotton, rice and bananas, and has financed many pre-investment and feasibility studies.

The Fonds d'Aide et de Cooperation Français (FAC) has provided significant assistance to the agricultural sector, particularly in research on feedlot operations.

Other bi-lateral assistance in the field of agriculture has been received from the Netherlands, USA, Canada, Belgium, the Federal Republic of Germany, Lebanon, India, Argentina, Yugoslavia, Israel, etc.

Upper Volta

IBRD has contributed significantly to the country's agricultural development programme, such as cotton cultivation in the West of the country (US$ 6.2 million). The Bank also contemplates action in the field of livestock development (about US$ 3.0 million) and integrated economic development in the South-West of the country if the problem of onchocercosis can be overcome.

French bi-lateral assistance is provided mainly in the field of education.

The Fonds Européen de Développement has so far assisted mainly in the infrastructure and production sectors. It is now planned to earmark funds for the development of the agro-industrial sector. Among the most important operations financed by FED is the construction of a new abattoir in Ouagadougou.

The country also receives substantial amounts of external aid from the US, the Federal Republic of Germany, Israel and the Republic of China.

13. Programme Recommended for Immediate Consideration

First Step

Comprehensive review of the present state of knowledge of the Sahelian zone of West Africa and preparation of a general strategy for its development by:

(a) the establishment of an Inter-Divisional Working Group at FAO HQs with the help of a panel of consultants. The latter will be implemented under the financial provision from UNDP. Total requirements: $30.000.

(b) the establishment of a preparatory mission to complement the information available at FAO HQs, assess the on-going projects in the zone and identify possible project activities. The following fields should be accorded particular attention: rangeland development, semi-arid crop production, water resources development. This will be financed by UNDP, for a total of $70,000.

Second Step

(a) The establishment of a Coordinating Committee of Donors;

(b) The formulation of action programmes.

DROUGHT IN THE SAHELIAN ZONE OF WEST AFRICA

PROPOSALS FOR LONG TERM MEASURES

PROPOSAL No. 1

A STRATEGY FOR RANGE DEVELOPMENT

General Background

One should refer here to the information contained in the general paper on long-term measures (Introduction and Definition of the Problems). The main constraints to the development process should be dealt with through an integrated approach both at the rangeland and at the crop production level.

Priority Action - Assessment of the Present State of Knowledge

Much work has been, and is being done, on the above two questions by national institutions and sometimes with the collaboration of bi-lateral and multi-lateral aids. Ranches, for instance, have been implemented in some countries of the Sahelian belt. It is, however, difficult at this stage to have a global view of the objectives of these different ranches and their influence on traditional stock raising. The same applies to surveys, which are numerous in the different disciplines concerned by the development of the zone: frequently, they were not coordinated in the past, and their results were not translated into operational terms or action programmes. The same remark applies to the different components of rangeland and dry-farming areas development. Sectoral actions were, and are being taken, in many cases, without a proper analysis of the problems involved and the inter-relation between the factors being on development. A multi-disciplinary team should ascertain the present state of knowledge, assess the on-going programmes, identify the gaps in the present knowledge and inputs and formulate remedial actions to be taken. This proposal is being dealt with in operational details under para. 5 of the general paper.

Follow-up Actions

Without pre-empting the results of the above assessment, it may be useful to delineate here a few fields where, in the framework of the integrated approach, referred to above, action programmes would be usefully established.

1. Early Warning System, Range and Cropland Conditions Monitoring

It will be essential in the future, in order to avoid or mitigate, the recurrence of drought-provoked emergencies, to have a set of programmes which would forecast the range and crop conditions, with better accuracy and greater advance notice than has been the case. The use of satellite remote sensing techniques, together with meteorological methods would make it possible to interpolate rainfall data and draw periodical rainfall maps. Remote sensing imagery, together with classical air photographs, would provide regular information on range conditions and trends, water availability, soil moisture. Additional studies should be undertaken in order to investigate:

- the relationship between rainfall and other meteorological parameters;
- the relationship between total rainfall and rains falling during the first part of the rainy season.

Range and cropland sampling and measurements in the field would, together with the above, enable the forecasting, at an early date, of the forage and grain availability. Early steps could subsequently be taken to mitigate or prevent undue losses. The same combination of methods would also make possible to assess and locate desert encroachment and range deterioration.

2. Integrated Rangelands Development

The different parameters of development (socio-economic studies, vegetation, water and livestock surveys) should be looked at concurrently for pilot areas. Inputs for subsequent development (range management, watering point techniques, range reseeding, browse trees and palatable shrubs plantation, livestock management, marketing) should be considered in the framework of a resources management policy; a continuous dialogue with the pastoralists and the relevant services of the Governments concerned should be a constant feature of any action programme.

3. Fodder Crop Development

The development of mixed farming in the crop-producing areas adjacent to range areas could substantially decrease the actual pressure on range resources. This could be done through the development of fodder crops in the crop sequence, the spreading of animal traction, the use of small scale irrigation, the incentives to small scale fattening operations, etc. The above programme is certainly dependent on the improvement of cereal yields and should be looked at as a complement to proposal No. 4 on cereal development.

DROUGHT IN THE SAHELIAN ZONE OF WEST AFRICA

PROPOSALS FOR LONG TERM MEASURES

PROPOSAL No. 2

WATER RESOURCES DEVELOPMENT

1. The Problem

(i) Perhaps the most immediate and pressing issue in the livestock and agricultural development of the drought stricken West-African Sahel has to date remained the adequate provision of watering points, both with respect to their total number and their real distribution throughout the region.

(ii) As a result widespread overgrazing can be found adjacent to large tracts of rangelands which are underutilized or not grazed at all. In the sedentary zone, an often considerable proportion of the farmers' time is absorbed in collecting water rather than devoted to crop production. Movement of cattle on the hoof to southern markets and slaughtering facilities is a frequently risky undertaking since watering points along trade routes are few and far between.

(iii) The majority of transhumant cattle raisers and sedentary farmers alike still depend for their drinking water on rain pools and shallow wells, whereas water from streams which soon, following the rains, dry out, plays a mere episotic role. Yet, groundwater at depth and in quantities amply adequate to meet their needs and of interest to development can be found in the sub-surface strata of this very same zone. This resource fortunately has, in recent decades, gained increasing recognition as is witnessed by the several well construction programmes which have been undertaken. But much has in spite of this remained unaccomplished. On the other hand, costly and largely unsuccessful construction programmes for surface water storage reservoirs have been undertaken in the late fifties and early sixties, many of which have now been abandoned.

(iv) The main reasons for this lack of progress in making rural water supplies generally available are the disproportionate high attention to development techniques which involve large expenditures, such as those of the drilled deep wells and expensive surface structures. Much work also has been undertaken rather haphazardly, not considering other environmental factors and the real water requirements, without coordination between the various national water supply services or following an approach which paid inadequate attention to the integrated use of surface and sub-surface water resources. On the other hand, these works once completed have not been kept operational, since they frequently depend for their maintenance on distant centres or even the Capital. But above all, the importance of ensuring the water users' interest and participation from the start, has not been given adequate consideration.

2. Programme Proposal

(v) A concerted new approach by all parties concerned is now called for, which would take into account all these factors; which would multiply present efforts in a fully coordinated manner and would provide for a maximum of self-help and labour intensive investments, making an optimal use of limited financial but abundant human resources.

(vi) The lines of action along which such a rural water supply programme could, allowing for maximum participation by the appropriate UN Agencies, e.g. UNICEF and WFP, be organized have recently been outlined at FAO. A summary is provided below of the activities to be envisaged at various operational levels.

- At the Level of Conception

(vii) A considerable amount of information on the hydrological characteristics of the area as well as the geomorphological and hydraulic properties of its major aquifers can be derived from records which have been kept of exploratory and exploitation work undertaken in the past decades. In a first instance increased efforts should be made to systematically compile and analyze this information, where feasible, making use of electronic data processing techniques.

(viii) More specifically, this exercise should provide guidance as future additional surveys, including the exploration techniques to be applied, such as aerial photointerpretation, geotopographic and geophysic exploration methods, are undertaken. Particular attention should be paid to identifying exploitation technology which has been found to be best suited under local environmental conditions and traditional land and water use practice.

(ix) Most important of all, however, is the need to bring water development programmes in balance with local requirements. This implies that an integrated approach should be further developed, following which surveys on rangeland location, extent, quality and carrying capacity as well as on population and stock densities and their yearly movements along transhumance and trade routes be matched with hydrological and hygrogeological findings.

(x) Governments would benefit substantially from assistance in outlining a national strategy for water development within the scope of a national livestock or crop production programme which would indicate not only gaps in the rural water supply system whether from surface or sub-surface resources, but also the type of structure which would best suit local conditions and which would establish priorities in balance with available funds for investment and expertise.

(xi) These activities which are meant to include important training components, it is felt, could best be undertaken at a sub-regional water development centre such as already established by the Inter-African Committee for Hydraulic Studies (C.I.E.H.) at Ouagadougou.

-- At the Planning Level

(xii) Further detailed planning calls first of all for full collaboration between National Services, in the field of water supply, but also that measures be taken to maintain close coordination with animal and crop production as well as public health services and others. The set-up of national coordination committees with the aim to arrive at a regularly updated synthesis of the state of affairs merits serious consideration.

(xiii) As has been indicated above, previous water development programmes have not always lived up to expectations and/or have outright failed since cattle raisers or farmers had not been consulted or involved in the programme from the start. Any planning exercise, therefore, should provide for meetings in the field among representatives of future users to ensure that the improvements are well understood, appreciated and a maximum of self-help is arranged for, by and through them.

(xiv) The number of outside donors who in the past have contributed to water development in the area is indeed substantial. At times, however, contributions are made within the same programme but independently from one another. Supplies and donations of certain essential equipment and materials, for instance, have often been in short supply, in spite of an abundance of other items. Room therefore exists for a better coordination of these efforts, both at a sub-regional and national level. Regular (yearly) meetings between representatives from relevant Government departments and technical as well as financial assistance agencies (multilateral as well as bilateral) involved in such schemes would serve a useful purpose.

- At the Level of Management and Operation

(xv) Another serious constraint so far has been encountered by Governments in the set-up and organization, and operation of a field programme for the construction, operation and maintenance of rural water supply points. Conflict of interest among water development services has often been the cause of much lack of progress.

(xvi) Governments would benefit from advice, guidance and administrative assistance in this sense. More in particular stress should be laid on the need to decentralize through the establishment and organization of management and supply centres in the Country's various regions, from which Task Forces can be despatched, fully equipped to handle routine shallow well and surface water reservoir construction.

(xvii) In conclusion, it can be said that the main constraints to rural water development in the Sahelian Zone are lack of planning, organization and management as well as a regular supply of essential equipment and materials. A united effort by all United Nations Agencies concerned is now called for as a matter of high priority to assist Governments in stepping up their efforts in this field, by FAO as regards technical advice; by UNICEF, as regards equipment and materials; by WFP as regards food supplies for human investment and by other sources as appropriate. A draft proposal to that effect has been prepared at FAO.

DROUGHT IN THE SAHELIAN ZONE OF WEST AFRICA

PROPOSALS FOR LONG-TERM MEASURES

PROPOSAL No. 3

DEVELOPMENT OF ANIMAL PRODUCTION IN THE SAHELIAN ZONE

1. Pastoral populations in the zone, although not uniform in their sociological patterns, are all characterized by their low evolutionary standards which may be considered as a function of the hostile environment in which they have developed, and their remoteness. It is a fact common to all that social and economic patterns have developed over the centuries and that they in fact constitute a rather unique, if delicately balanced, way of carving a living out of an "impossible" looking environment. These systems are easy to upset but difficult to replace by something better.

2. Sociological patterns are not as rigid as often claimed. Experience shows that people yield readily to "civilization pressure" if new and more attractive economic possibilities are offered and their feasibility is demonstrated (see the Massai in Kenya, for instance). In the Sahelian Zone, in fact, the formerly existing balance is already upset through successful efforts of veterinary services (rinderpest eradication, for instance), the abolition of traditional political patterns, etc., with the result that the Zone is now carrying more stock and people than it can afford.

3. The Sahelian Zone, covering vast stretches of many of the countries concerned, in spite of all its hostility to humans and animals, is part of their national assets. The respective Governments have a strong interest in maintaining existing systems of exploiting this asset, or at least basing their efforts of development on them, i.e. in maintaining those populations and their stock on the land which can survive on it and produce from it. All of them are interested in increasing production from this land.

4. Production and marketing patterns are traditional; offtake, therefore, is very low and seasonal. Existing traditional marketing patterns take advantage of the situation and offer very low prices to the producers, while the middlemen reap the greater benefits. Considering the losses cattle dealers sustain on the way to consuming centres, this attitude is understandable. The present marketing system ought to be improved in order to provide a better return to the producer without creating hardships at the consuming end.

5. The problem of marketing of cattle receives a regional dimension through the fact that the countries in question have their most important natural market outlet in the coastal zone where the purchasing power of a population is relatively high. Animals usually cross the border illegally on the hoof. Losses through deaths on the way (exhaustion, lack of feed and water, trypanosomiasis, etc.) and wastage are large. Trade is in the hands of a multitude of local dealers.

6. The above described trade pattern is judged differently by the producing and by the receiving countries. While the latter (Nigeria, Ghana, Ivory Coast) have no strong objections against its perpetuation (Nigeria and Ghana have constructed slaughterhouses right at their northern frontiers in view of attracting cattle from across the borders), the producing countries strongly disfavour this as they feel that they are subsidizing the relatively rich countries of the coast from their own meagre resources. They are all striving to replace

this pattern of marketing of live animals on the hoof by the export of meat, produced and processed in their countries. This obviously is a justified claim and it presents a likely solution to avoid the losses mentioned above. However, it must be borne in mind that refrigeration as well as transportation of meat by air or refrigerated vehicles involves a costly operation and this will require a carefully planned feasibility study.

7. However, it is not to be expected that the beneficiaries of the present marketing system will enthuse in supporting change. The very existence of this marketing system seems to be one of the major obstacles towards development, and yet it could not be abolished at present as there is nothing better to replace it.

8. So, the situation with regard to animal production in the region is characterized by a chain of constraints, at the beginning of which we find the low productivity of the grasslands and the national herds in the producing country (in terms of quantity and quality) which is due to low management standards, followed by a price structure not inducive to development, archaic marketing arrangements, a lack of integration of animal production in the farming system of the agricultural zone and a lack of finishing and fattening facilities; also a lack of killing, processing and freezing facilities and of adequate means of transport of chilled and frozen meat; finally, the absence of a meat grading system and therefore a lack of an incentive to produce quality meat.

9. It is obvious that only a comprehensive approach, taking all these factors into consideration, can achieve results in the long run. No short-term results are to be expected anyway. It is also obvious that action will have to concentrate on the producing side, as in the absence of a sustained production of adequate quantities and at a later stage also qualities and a better established system of marketing of meat investment on the processing and distribution side does not make sense.

10. It is a known fact that the Sahelian Zone will not be able to supply all the meat required in the region in the near future, not considering the present drought conditions which are bound to reduce this possibility even further.

11. It follows that action has to be taken at the grass roots which is the producer of the store cattle, and this has to be followed through from there right to the consuming centres at the coast.

12. In fact, the situation calls for pre-investment projects combining national and sub-regional aspects in order to stratify the industry as soon as possible. National: To establish the structure at the national level where feasible aiming at the production of feeder cattle. Raising of young stock could be carried out in the intermediate agricultural zone where certain degree of mixed-farming practices could be established. Large-scale fattening operations could be organized in areas where agro by-products are available in substantial quantities. These could exist in areas close to the major markets. This stratified form of development would call for careful coordination at national and sub-regional levels. Meat processing and improvement of meat quality standards; internal marketing of live animals, possibly the creation of national livestock development agencies monitoring all these aspects. Sub-Regional: Establishment of a sub-regional marketing organization and creating of the necessary transport and storage facilities in the producing and receiving countries.

13. Action on the production side would have to be taken through pilot and demonstration ranches and feedlots with extension activities attached. Activities will comprise the whole range of animal management in the different strata of the industry, including feeding (range management, pasture improvement, forage production and preservation, intensive feeding in feedlots), breeding (improvement of productivity standards while maintaining hardiness and/or trypano-tolerance), health.

14. Action on the processing side will include improvement and/or construction of slaughterhouses, chilling and freezing facilities; of cutting and de-boning techniques; of hygienic standards; introduction of quality control and meat grading, development of secondary industries (hides and skins, meat and bone meal, blood meal, etc.).

15. On the internal marketing side: improvement of markets and stock routes; creation of holding grounds with forage and water reserves; introduction of a price structure based on grades, etc.

16. On the external marketing side: creation of a marketing organization of sub-regional character; improvement of transport facilities; improvement of storage facilities in the receiving countries.

17. It is realized of course that a programme as outlined above cannot be tackled other than on a pilot scale, sufficiently large to provide the basis for economic assessment, and that it will take some time to show results.

18. The regional programme for Africa makes allowance for a regional project on this subject ($ 1,200,000 earmarked). A project proposal has been received which is now under study by the AGA Division. It is suggested to make this project proposal, after reformulation along the above lines, the basis of further action.

19. This project proposal includes Mali and Upper Volta as producing countries (Niger possibly to be brought in at a later stage) and Ivory Coast and Ghana as receiving countries. When finalizing the request of this project, due consideration will have to be given to the complimentarity of the activities of the Special Fund Project (MALI MI/523).

20. In any case, the finalization of the formulation of the project is an urgent matter and should be considered in the context of the present emergency measures to be taken.

21. Furthermore, funds have been earmarked (approx. $ 230 000) for a comprehensive livestock study for the West African sub-region (14 countries) under the regional IPF. The study will analyze major technical and economic constraints to livestock development and identify and formulate projects with regional impact, such as the one mentioned above.

22. Plans for long range research on animal production systems in Africa are being studied by the Consultative Group on Agriculture Research. An International Research Centre for Animal Production and Health is likely to be funded and established by the Consultative Group in 1974. It is tentatively visualized that the Centre would be based in Ethiopia but with integrated programmes with existing national institutions and would investigate systems of livestock management which would improve the well-being of the African populations. The "systems" approach to research on livestock production incorporates work in all of the agricultural field as well as the social aspects of the existing populations. Such a research programme will be extremely important to the overall long-term approach to the improvement of livestock production in the Sahelian Zone.

23. It is realized that any livestock development project in this part of Africa will have to be closely coordinated with programmes implemented through the "Conseil de l'Entente".

24. Hides and Skins - Any livestock development programme in the Sahelian zone is incomplete without due emphasis on the recovery and maximum utilization of all the animal by-products available. The countries lying within the zone already earn a sizeable foreign exchange through the exportation of hides and skins. (a) The production, preservation, handling and marketing of this commodity is still poor; (b) man-made faults are not uncommon, preservation techniques are rudimentary and the necessary infrastructure such as drying sheds, storage facilities and transports facilities are lacking; (c) when hides and skins are bought for export, no consideration is given to their quality by way of grades, and the offering of a higher price for better produced goods; (d) some haphazard

improvement activities are organized by the exporters of hides and skins but more in their interest than that of the overall economy of the respective countries; (e) all of these down-grade the commodity of its market value; (f) above all there is hardly a versatile hides and skins improvement service in any of the countries.

At a time when certain trends have turned in favour of the developing countries, there being a preference in the world market for semi-processed raw materials such as picked, blue chromed, and crust tanned hides and skins, thanks to the fight against environmental pollution in the developed countries, it is most timely to approach the development of this sector in an integrated manner. Thus it would be essential to finish the semi-processed goods which are unsuitable for the export market, for local consumption in the form of footwear, and leather articles. This, together with the promotion of the use of indigenous tanning materials such as Acacia nilotica which is plentiful in the region, resinous materials such as gum arabica and locally available leather auxiliaries, will, to a limited degree, bring about more employment, import substitution and a savings in foreign exchange. It is worth noting that the rural tanning and leather craft are a rural occupation in the Zone, and that this provides a basis for the formation of cooperatives. It is envisaged that the strategy for development could be formulated within the framework of a Training Centre for Hides, Skins and Leather Development which could be duplicated in later years according to need. There is not one such centre in French-speaking Africa.

The animal by-products cycle would be completed by the funding of an animal by-products processing and utilization centre in a selected country with a view to progressively duplication the effect in neighbouring countries. As earlier stated and as it is always the case, several animals which die from traumatic and natural causes are buried away, so are blood, condemned carcasses, offals, horns and hooves, wasted. The establishment of the Centre will make it possible for a variety of products such as blood, meat, carcass, bone, horn and hoof meals to be processed. In the event, high quality products will be used as livestock feed supplements and the low quality products as fertilizers. A case in point is the coordinated regional project for beef production from molasses 3-NOR 6 now going on in Somalia. As a matter of an entirely new emphasis, the main aim of the feeding experiments is to ascertain whether livestock, i.e. cattle, can be sustained through annual droughts on a feed ration composed of the animal by-products mentioned above and molasses prior to their being returned to pastures when convenient. This aside, the by-products could either be used locally or exported to neighbouring countries for use in pig and poultry feeding. Other by-products, such as hair, casings, guts, horn piths and long bones, neatsfoot oil, glue and gelatine from hides and skins trimmings, will find easy local application in the absence of an export market.

DROUGHT IN THE SAHELIAN ZONE OF WEST AFRICA

PROPOSALS FOR LONG TERM MEASURES

PROPOSAL No. 4

CEREAL DEVELOPMENT

1. The problem

The major food staples in the Sahelian zone are local grains such as millet and sorghum making up as much as 70 percent of total food intake of the population living in the northern part of Niger, Mali, Tchad, etc.

During the last few years famine conditions have been frequent reflecting not only adverse weather conditions but also a further deterioration of the overall demand-supply position for these grains throughout the area. Little can be done on the rather recurrent drought spells affecting crops particularly in the northern part of these countries. However, their overall domestic supply situation could be substantially improved if the production of these grains is increased to the extent that reserve stocks can be built up in good crop years to offset at least to a sizeable extent shortfalls in others. This is, of course, the final aim calling for serious and consistent efforts in the production and marketing of these products which until now have been considered by farmers merely as subsistence crops for which no reliable or rewarding market outlets existed. As such, production has been stagnating or has not kept up with increasing demand leading to a rather chronic deficit which is offset by imports on concessional terms or famine relief operations as the one presently considered.

Millet is less widespread than sorghum and research on it has for a long time been insignificant but recently breeding of high-yielding varieties in Nigeria and Senegal has started. Like maize, millet is an allogamous plant, and it seems that the best results can be achieved by creating hybrids: gains of 50 - 100 percent from these have been obtained. Varietal improvement is fundamental for millet because sorghum practically disappeared in areas with a rainfall of less than 500 mm and it remains the only cereal in these areas and practically the only crop for food production. As it cannot benefit from the after-effect of fertilizer applied to other crops, the only way of improving the situation in these areas is the perfection and diffusion of improved seeds.

Sorghum is well-adapted to the Region and empirical selection practices by farmers for centuries have been very effective. Some promising research work aimed at improving varieties and cultural techniques for increasing the yield and output of this crop in the Region has been going on for some time.

Policy and Means to be Applied

In brief, the local staples (millet/sorghum) will have to be upgraded to cash crops on the lines offered in respect of production support and market guarantee for export crops. This will imply:

i) on the production side

In report and studies made in the Region with regard to cereals, the urgent need to improve the productivity of sorghum and millet has been emphasized. To achieve success in this objective the following actions are proposed:

- Breeding and agronomic research on the improvement and production of sorghum and millet should be carried out for the whole Region and the programme should be coordinated with a view to obtaining complementarity of results and avoidance of unnecessary duplication. Such coordination is already achieved within the IRAT framework and, in particular, through the research programmes carried out by that Institute, as well as a USAID-financed project on major cereals in West Africa. The close cooperation with the recently established centre in India (ICRISAT) would also appear to be an excellent vehicle for bringing together the national improvement programmes. Collaboration between these research programmes is the best way to ensure an effective combination of basic research on the different aspects of sorghum and millet on the one hand; and the adaptive research carried out at the national level on the other hand.

- The number of local scientific manpower in the countries of the Region is inadequate to carry out the type of breeding work required to improve yield and quality of sorghum and millet. Therefore, training in different disciplines of various levels of research and extension workers should be strengthened at international research centres and bilateral and multilateral agencies should avail themselves of these training programmes on a continuing basis. FAO with its long and global experience in training activities can be helpful in devising curricula, selecting trainees and evaluating the results.

ii) on the marketing side

- Setting up or strengthening of national grain marketing schemes responsible for offering a secured outlet at acceptable minimum prices to farmers.

- The provision to these schemes of adequate facilities and financial means to build up seasonal and carry-over (reserve) stocks.

- Input distribution organization.

In recent years something has been done with respect to the setting up of improved grain marketing and price stabilization schemes in the countries concerned. Adequate means and full government support, particularly on the financial side have, however, been lacking in reaching a real impact on the market and as a productive price incentive. Furthermore, only sporadic efforts have been made to secure technical support on the production side as such. What is therefore really required is a well-defined grain development policy and programme providing for appropriate action and means on the production and marketing side as briefly referred to above.

Such an overall and fully integrated programme is bound to step up production and to act as a principal tool in adjusting the supply-demand situation for these local grains within each country and within the whole area as such. At the same time, national grain marketing agencies will have to play an essential role and are in fact a requisite for the timely organization of imports of any nature and the subsequent distribution of stocks, a tool which is precisely missing at present in these countries to deal with the emergency relief programme.

iii) Food grain storage

Technical aspects of food grain storage need to be considered as part of a long-term production and marketing programme. Problems exist at three levels:

- storage on the farm
- storage by cooperative or trader
- urban or central storage of seasonal or buffer (reserve) stocks.

At present up to 90 percent of sorghum and millet produced is stored and consumed on the farm. This proportion will decrease as production and marketing improves but is likely to remain above 50 percent for the foreseeable future (25 years). Therefore, at least half of the total grain produced will continue to be "at risk" in farm storage, and measures to reduce farm storage losses will continue to be important.

Reliable data on storage losses at the three levels are scarce. Estimates range from 4 percent for sorghum and millet stored unthreshed in the drier zone to 20 - 25 percent for threshed grain in the higher rainfall zone. It is generally agreed that the risk of loss is greater when grain is threshed and stored in relatively large quantities in central stores. But proposals to improve storage should not be limited to marketed stocks, for the reason given above.

Comprehensive proposals for improving storage of foodgrains at all levels have been formulated in a sub-regional project for Mali, Niger and Upper Volta. Documents requesting this project have been submitted to FAO by Mali and Upper Volta. The proposals envisage two phases: a study and training phase, to be conducted mainly at one centre in the region: and an operational phase, to be conducted in the three countries. The Centre proposed is in Upper Volta.

These proposals, which are well developed, could form the basis for long-term proposals for the whole zone. Additional countries could send staff to the Centre for training, and operations could be extended to all countries in the zone. The aim is to build up a cadre of trained staff in each country to be responsible for the introduction of improved storage structures and pest control methods on farms, in villages and in central stores, to minimize the losses of food grains in storage.

SUGGESTIONS FOR MEDIUM AND LONG-TERM ACTIONS
FOR THE DEVELOPMENT OF THE SAHELIAN ZONE

1. PROTECTIVE OR INTERIM MEASURES

The purpose of these measures is to minimize the risk of a disaster similar to that of 1973 occurring in 1974. Population movements, lack of seed and the bad start to this rainy season give grounds for fearing a poor harvest in 1973 and, consequently, a very difficult period of between-crop food shortage. Among these protective measures are:

a) rapid survey and evaluation, at the end of the rainy season, of the food and fodder supplies needed to bridge the gap until the 1974 harvest and of the scattering of human and animal populations. Conventional statistical sampling methods take too long and it is therefore planned to use questionnaires which are now being prepared by the Statistics Division. After approval by the governments concerned this questionnaire would be distributed to national services. One or more specialized consultants (sometimes replaced by experts on the spot) could, with the aid of the questionnaires, put forward an approximate estimate of the situation and prepare a plan of action for a more thorough statistical campaign;

b) close inspection of the intensity and distribution of existing rainfall. A programme of weekly rainfall readings is being carried out by WFP. The interpretation of current data, when compared with records covering a period of several years, will make it possible from next September to advance valid opinions concerning the next harvest (in conjunction with the measures mentioned under a) above);

c) forward planning and coordination of the aid to be provided for the 1973-74 inter-season.

This should follow the implementation of points a) and b) above. Better liaison between donors is essential. WFP remains prepared to play a coordinating role provided the required information is communicated rapidly and donor countries undertake to respect the decisions taken as a result of joint planning;

d) food stockpiling and food protection. In accordance with data from the various countries, WFP has drawn up the requirements and approximate storage structures which would be required. However, this question should be examined in greater detail, especially where donor countries signify their agreement to the advance shipment of food stockpiles.

e) seed production. It emerges clearly from the present situation that adequate and specialized structures for the multiplication, storage and marketing of grain seeds are almost non-existent.

It is probable that seeds will be lacking during the next crop year or are liable to be of poor quality or unsuitable for local conditions. Rapid and adequate assistance should be provided in order to lay the foundations of a seed production programme;

f) rehabilitation of wells. This topic has been the subject of a joint UNDP/OTC/FAO mission which has established the requirements for the operation of maintenance and equipment brigades needed for the deepening, or repair of wells and boreholes. The financing of this operation has received the favourable attention of UNDP, IBRD and UNICEF.

Among the other projects mentioned above, the operations have already been evaluated and could be rapidly prepared in detail at the request of the countries concerned.

2. THE LESSONS OF THE PAST

Projects for a considerable total amount have been carried out in the Sahelian zone with results that have often been uncertain or out of proportion to the investments made. This has often been due to the mistaken identification of the main development constraints, to a lack of logical sequence or to a narrow and uncoordinated approach to problems. Significant examples are the digging of deep wells isolated from any planning of pasture resources, or animal health programmes isolated from the other components of animal production such as fodder production and pasture management, improvement of herd management, marketing etc..... or again plant breeding without substantial downstream efforts to ensure demonstration of the best varieties and seed multiplication etc.

However, it must be recognized that problems have often been propounded at local level but that lack of financial and human resources has often prevented countries from implementing overall programmes. Too often also have easily quantifiable projects been favoured by technical assistance and investors, who thereby have neglected important problems.

It would therefore be particularly useful for technical assistance to perform a critical evaluation of current and past projects so as to draw lessons from the past and determine the achievements expected from each project. This would make it possible to situate present projects better in a development programme. Likewise, projects under consideration or not yet definitively formulated should be reexamined in the light of the same objectives and of the present situation. It may also be hoped that projects in the course of implementation may be re-oriented or even reformulated.

FAO has commenced this process of evaluation.

3. MEDIUM AND LONG-TERM MEASURES

a) Sahelian pilot development zones

It may be taken for granted that production in the Sahel will always be limited by the climate. However, trials conducted up to the present show that the output of dry farming can be substantially increased with a strict adherence to established sowing dates and planting distances. The selection of sorghum and millet has scarcely had any tangible impact as yet, particularly in regard to short-stemmed varieties. In addition, yields could be substantially increased by judicious recourse to water and soil conservation measures and to the use of floodwaters for irrigation, and by developing river flats. Finally, in the pastoral field, there are still a good many things to be done to improve the chances of survival of the pastoral populations and to bring them a more regular income. Grazing reserves have been traditionally employed in the different pastoral areas of Africa. The drilling of boreholes, the abandonment of customary laws, and animal over-population have resulted in the disappearance of those reserves, which ought perhaps to be re-established by setting up some form of collective landholding, buttressed by the establishment of structures for the impoundment of waters and the establishment of fodder reserves.

Also worth mentioning is the improvement of livestock trails with the appropriate structures for the control of animal health, the watering of the livestock, fodder reserves and the establishment or improvement of slaughterhouses and of meat processing and transporting facilities.

Finally, for the mutual benefit of range and croplands, there is the integration of crop and livestock-raising, for there has traditionally been an exchange of goods and services between the stockman and husbandman without, however, any mixed agriculture having developed. Animal traction is highly useful for teaching agriculturalists to handle animals and earn supplementary income from them when they have outlived their usefulness as a source of traction. This is a step toward livestock-finishing on a farm basis. However, while it is true that this practice, if more widespread, would afford modest relief from the pressure on the Sahelian ranges, the pastoralists would also have to be encouraged to take up the same practice of fattening by setting aside for them within crop-raising areas plots for cooperative fattening activities on which the animals would remain their property until finally sold.

Hence, it is proposed that pilot Sahelian development ones, consisting of a pastoral and a crop-growing area, be set up where the measures described above would be applied for the improvement of the primary sector. Of course, this would be preceded by an inventory of the physical and human resources. These zones could cover from a half million to a full million hectares and they would be developed on the criteria of land-use planning and be paralleled by corresponding efforts in the secondary and tertiary sectors. The size of the zone would naturally depend on local conditions and these figures are no more than indicative. Rural crafts hold forth interesting prospects, and the development of animal traction in Dahomey, for example, has taught FAO valuable lessons in the possibilities of producing implements and carts locally, improvement of the rural housing, and cooperative storehouses. Similarly, savings and credit could be developed in the pilot zones, where a vigorous demonstration, extension and leadership effort will be necessary.

This idea is not new and in some Sahelian countries there are regional development bureaus or similar agencies that were set up for the same purposes. However, these similar offices or organizations have often been geared to a specific line of production and have often not had the resources to launch an integrated development process. It is encouraging to note the existence in some countries of laws on development zones that would permit the establishment of the above-mentioned Sahelian pilot zones.

It would be well to say here a word about the needed review of investment criteria as regards the development of the Sahel. On all the evidence, the yield on loans to the Sahel will be lower than is normally required on bank loans. On the other hand, the Sahelian Governments are hardly in a position to finance the running costs of development operations, which external financing should bear. The latter should also cover part of the local expenses because the hard-currency component of a loan is generally too small for integrated operations such as those envisaged, with the possible exception of road network improvements. Here, too, a degree of sympathy for local problems should allow the development of a rural road network whose present inadequacies greatly increase the cost price of grains and of the inputs needed to increase yields.

b) Joint Sahelo-Sudanian development

As said above, the Sahelian zone has fairly limited potentialities. In addition, more favourable zones, for example the Sudanian, have areas which are under-populated because of diseases. As the international community is currently concerning itself with the utilization of onchocerciasis-infected areas, one could perhaps arrange for some synchronization in the development of Sahelian and onchocerciasis-infected areas, which might bring about the beginnings of vertical development.

These two undertakings clearly require thorough consultation between interested governments and technical assistance as the task is far beyond the individual capabilities of governments or systems of assistance.

c) Action Programmes

Apart from the programmes mentioned above which should be combined on a priority basis in pilot zones, there are others of a more general nature, although here too they can be tested in pilot zones.

An ecological warning system would aim at analyzing the possibility of recurring dry-year cycles and at studying climatic trends, as well as relations between amounts of rainfall at the beginning of the season and the total amount, and correlations between rainfall and agricultural and pastoral production. In this connection, FAO has already entered into talks with the World Meteorological Organization which is particularly qualified to study the movements of the inter-tropical convergence zone, another agro-meteorological problem of importance for the Sahelian zone.

The inventory of the grazing systems and the forages resources of the zone would also encompass the study of rangelands trends and of the progress made by desert encroachment.

The inventory of water resources would enable a better planning of the water supply to urban and rural areas.

Reforestation would aim at the establishment of green belts which would provide fuelwood for urban and semi-urban centres.

d) General and Regional Support Programmes Sahelian Drought Insurance Fund

It would be established with the participation of international aids, governments and ultimately of the people concerned. Repayments would be made in exceptionally dry years, as evidenced by a certain rate of destruction of the grazing or the livestock resources. The insurance would only cover losses above a non-guaranteed minimum. The Fund could, through more favourable premium, encourage livestock and crop improvement (more favourable terms for breeding stock, high yielding varieties, soil and water conservation structures, etc...) and promote drought palliating schemes, such as the establishment of forage reserves, the development of bottom lands, etc...

Grain storage and Price Stabilization Scheme

It would aim at giving better incentives to grain producers and at reducing annual and seasonal variations of cereal stocks and prices. This would require from the Governments the establishment of national grain policies which would upgrade sorghum and millet to the status of cash crops, the formulation of integrated production, marketing and storage programmes, and the acquisition of a working capital and storage facilities by national cereal boards which make them effective.

The evaluation of Training and Research Institutions in the framework of new development programmes - Sahelian Zone problems could be part already of a primary school education programme; courses and appropriate training regarding crop production in semi-arid conditions, range management and forage production could be introduced in the curricula of agricultural schools; at University level, students should specialize in the above fields and in the planning of pilot areas and other programmes as mentioned above.

In the same vein, it would be useful to explore the possibilities of setting-up a regional Research and Training Centre for arid and semi-arid zones development in West Africa. This would ensure the establishment of coordinated education and research programmes and the continuous in-service training of the technicians of the Sahelian Zone.

The questions of documentation and information are also part of general support measures to backstop the development programmes. FAO and regional institutions have created or are creating documentation centres in the zone. It would be useful to assemble, at a central point, all the information and data pertaining to the Sahelian Zone. Moreover, the regular publication of an abstract of those information would help in avoiding the duplication of studies and in locating the gaps in the knowledge of the zone.

As regards institutions and administration, it has been mentioned before the need to establish regional development agencies. Some adjustments to the present administrative structures may have to be studied so as to better link those structures to new development programmes (the establishment of a pastoral service, for instance).

The above proposals are tentative and have to be worked out in more details by the FAO staff. Their feasibility has not been discussed yet with the governments or potential donors. Such consultations are crucial as no assistance, whichever its importance, may hope to solve the problems of medium and long-term development without the full consent and support of the Governments concerned.

SUGGESTIONS POUR DES ACTIONS A MOYEN ET LONG TERME POUR LE DEVELOPPEMENT DE LA ZONE SAHELIENNE

F

1. MESURES DE SAUVEGARDE OU INTERIMAIRES

Leur but est de minimiser les risques qu'une catastrophe semblable à celle de 1973 n'ait lieu en 1974. En effet, les déplacements de populations, le manque de semences et le mauvais début de cette saison des pluies font craindre une mauvaise récolte 1973 et, par conséquent, une période de soudure très difficile. Parmi ces mesures de sauvegarde, citons:

a) Enquête rapide et évaluation, à la fin de la saison des pluies, des disponibilités alimentaires et fourragères qui devront assurer la soudure jusqu'à la récolte 1974 et de la dispersion des populations humaines et animales. Les méthodes classiques de sondage statistiques requérant trop de temps, on se propose d'utiliser des questionnaires, en voie de préparation par la Division des statistiques. Après approbation des gouvernements concernés, ce questionnaire serait diffusé auprès des Services nationaux. Un ou des consultants spécialisés (remplacés parfois par des experts en poste) pourraient, à l'aide des questionnaires, présenter une estimation approximative de la situation et préparer un plan d'action pour une campagne statistique plus approfondie.

b) Contrôle serré de l'intensité et de la distribution des pluies actuelles. Un programme de relevés pluviométriques hebdomadaires est en voie d'exécution par le PAM. L'interprétation des données actuelles, comparées aux enregistrements couvrant une période de plusieurs années, permettra, dès septembre prochain, d'avancer (conjointement avec les mesures mentionnées sous le a) ci-dessus) des précisions valables concernant la prochaine récolte.

c) Planification anticipée et coordination des aides à prévoir pour l'inter-saison 1973-1974.

Ceci doit suivre l'exécution des points a) et b) ci-dessus. Une meilleure concertation entre les donneurs s'impose. Le PAM reste disposé à jouer un rôle coordinateur pour autant que les renseignements requis soient communiqués rapidement et que les pays donateurs s'engagent à respecter les décisions prises résultant d'une planification commune.

d) Stockage de vivres et protection sanitaire. Le PAM a établi d'après des données provenant des pays, les besoins en structures légères de stockage qui seraient nécessaires. Il faudrait toutefois examiner cette question plus en détail, surtout au cas où les pays donateurs marqueraient leur agrément à l'envoi anticipé de stocks de vivres.

e) Production de semences. Il ressort clairement de la situation présente que les structures adéquates et spécialisées pour la multiplication, le stockage et la commercialisation des semences céréalières n'existent que peu ou très peu.

Il est probable que les semences viendront à manquer lors de la prochaine campagne culturale, ou risquent d'être de qualité médiocre ou ne seront pas adaptées aux conditions locales. Il y a lieu de prévoir une assistance rapide adéquate pour jeter les bases d'un programme de production de semences.

f) La remise en état des puits. Cette matière a fait l'objet d'une mission conjointe PNUD/OTC/FAO qui a établi les besoins pour le fonctionnement de brigades d'entretien et d'équipement nécessaires au surfonçage ou à la refection des puits et forages. Le financement de cette opération a éveillé l'attention favorable du PNUD, de la BIRD et du FISE.

Parmi les autres projets cités ci-dessus, les opérations ont déjà été évaluées et, à la demande des pays concernés, pourraient être rapidement préparées dans le détail.

2. LES LEÇONS DU PASSE

Des projets d'un montant total considérable ont vu le jour dans la zone sahélienne avec des résultats souvent incertains, ou non proportionnels aux investissements réalisés. Cela a résulté de l'identification erronée des contraintes principales au développement ou d'un manque de séquence logique ou de l'approche étroite et non coordonnée des problèmes: des exemples significatifs sont le creusement de forages profonds, hors de toute planification des ressources pastorales, ou des programmes de santé animale isolés des autres composantes de la production animale comme la production fourragère et l'aménagement pastoral, l'amélioration de la conduite des troupeaux, de la commercialisation, etc. ou encore la sélection végétale sans efforts importants à l'aval pour assurer la démonstration des meilleures variétés et la multiplication des semences, etc.

Il faut reconnaître toutefois que les problèmes ont été souvent bien posés au niveau local mais le manque de moyens financiers et humains ont souvent empêché les pays de réaliser des programmes d'ensemble. Trop souvent aussi les projets les plus aisément quantifiables ont été retenus par les assistances techniques et les investisseurs, qui ont négligé ainsi des problèmes importants.

Il serait, de ce fait, particulièrement utile que les assistances techniques effectuent l'évaluation critique des projets en cours et passés, de façon à tirer les leçons du passé et à déterminer les réalisations qui sont attendues de chaque projet. Ceci permettrait de mieux cadrer les présents projets dans un programme de développement. De même, en fonction des mêmes objectifs et de la présente situation, il faudrait réexaminer les projets sous considération ou non encore formulés de façon définitive. On peut souhaiter aussi que des projets en cours d'exécution soient réorientés ou même reformulés.

La FAO a commencé ce processus d'évaluation.

3. MESURES A MOYEN ET LONG TERME

a) Zones pilotes de développement sahélien

On admet que la zone sahélienne aura toujours des productions qui sont limitées du fait des conditions climatiques. Toutefois les essais réalisés jusqu'à présent montrent que la production de l'agriculture en sec peut s'accroître notablement en respectant les dates de semis et les écartements. La sélection du sorgho et du mil n'a guère encore fait sentir son impact sur le terrain, particulièrement en ce qui concerne les variétés à courte paille. De plus, les mesures de conservation d'eau et du sol, l'épandage d'eau de crue, judicieusement employés, le développement des bas-fonds pourraient apporter des améliorations substantielles de rendement. Enfin, dans le domaine pastoral, il reste bien des choses à faire pour améliorer les chances de survie des populations pastorales et pour leur permettre un revenu plus régulier. Des pâturages saisonniers de réserve ont été employés traditionnellement dans différentes zones pastorales d'Afrique. La création de forages profonds, l'abandon des droits coutumiers, la surpopulation animale a entraîné la disparition de ces réserves qu'il serait peut-être indiqué de rétablir en veillant à une certaine tenure collective des terres, affirmée par l'établissement de structures de collecte des eaux et la constitution de réserves fourragères. Il faut mentionner aussi l'amélioration des routes de bétail avec les structures appropriées en ce qui concerne le contrôle de la santé animale, l'abreuvement du bétail, les réserves fourragères et l'établissement ou l'amélioration des abattoirs et des moyens de transformer et transporter la viande.

Enfin, reste pour le bénéfice réciproque des zones pastorales et agricoles, l'intégration agriculture/élevage qui, en fait, a traditionnellement fait l'objet d'échange de biens et de services entre le pasteur et l'agriculteur, sans qu'il y ait toutefois développement d'une agriculture mixte. La traction animale est un outil précieux pour apprendre aux populations agricoles à manier le bétail et l'utiliser comme source de revenus supplémentaires une fois la carrière du boeuf de trait terminée. La voie vers l'embouche familiale est alors tracée. Toutefois si cette pratique, plus répandue, permettait d'alléger d'une manière modeste la pression sur les pâturages sahéliens, il faudrait aussi encourager les pasteurs à suivre la même pratique de l'embouche en leur réservant à l'intérieur des zones agricoles des parcs d'embouche coopératifs où la propriété des animaux leur resterait jusqu'à leur vente finale.

On propose donc l'établissement de zones pilotes de développement sahélien comprenant un territoire pastoral et un territoire agricole où les mesures explicitées plus haut seraient appliquées pour l'amélioration du secteur primaire. L'implantation serait évidemment précédée d'un inventaire des ressources physiques et humaines. Ces zones pourraient couvrir une surface d'un demi à un million d'hectares et sa mise en valeur répondrait aux critères d'aménagement du territoire avec actions correspondantes sur les secteurs secondaire et tertiaire. La dimension de la zone sera évidemment fonction des conditions locales et le chiffre cité n'est qu'exemplatif. L'artisanat rural offre un avenir intéressant et le développement de la culture attelée au Dahomey, par exemple, a apporté à la FAO de précieux enseignements sur les possibilités de fabrication locale d'outils et de charrettes, sur l'amélioration de l'habitat rural, sur les magasins coopératifs, etc. Similairement, l'épargne et le crédit pourraient être développés dans les zones pilotes où un effort de démonstration, de vulgarisation et d'animation vigoureux sera nécessaire.

Cette idée n'est pas neuve et dans certains pays sahéliens existent des offices de développement régional ou organismes similaires dont la création relève des mêmes concepts que ceux énumérés plus haut. Toutefois, les offices ou organisations similaires ont souvent été axés vers une production spécifique et n'ont, semble-t-il, pas eu les moyens d'entamer un développement intégré.

Il est encourageant de noter que dans quelques pays existent des lois sur les zones d'aménagement qui permettent l'installation de zones sus-mentionnées. A ce titre, il conviendrait de dire un mot sur la nécessaire revision des critères d'investissement en ce qui concerne le développement de la zone sahélienne. De toute évidence, le revenu de prêts faits aux zones sahéliennes sera plus faible que celui qui est exigé normalement de prêts bancaires. D'un autre côté, les gouvernements sahéliens sont difficilement à même de financer les frais récurrents des opérations de développement et ceux-ci devraient faire partie du financement extérieur. Celui-ci devrait aussi pourvoir en partie aux frais locaux car la composante en devises fortes d'un prêt sera généralement faible pour le genre d'opérations intégrées envisagées, mis à part peut-être l'amélioration du réseau routier. Ici aussi, une certaine sympathie pour les problèmes locaux devrait permettre le développement d'un réseau routier rural dont l'insuffisance actuelle pèse lourdement sur le prix de revient des céréales et des intrants nécessaires à l'augmentation des rendements.

b) Développement conjoint sahélo-soudanien

La zone sahélienne a, ainsi que dit plus haut, des potentialités assez limitées. D'un autre côté, des zones plus favorables, soudaniennes par exemple, ont encore des zones peu peuplées du fait de maladies. Comme la communauté internationale se préoccupe actuellement de la mise en valeur des zones onchocerquiennes, on pourrait prévoir peut-être un certain synchronisme dans le développement des zones sahéliennes et des zones onchocerquiennes, ce qui pourrait peut-être engendrer une amorce de développement vertical.

De toute évidence, ces deux entreprises requièrent une consultation approfondie entre les gouvernements intéressés et les assistances techniques, car la tâche dépasse les capacités individuelles des gouvernements ou des systèmes d'assistance.

c) Programmes d'action

Mis à part les programmes cités plus haut qui devraient s'intégrer en priorité dans les zones pilotes, il en est d'autres qui ont un caractère plus général quoique, ici aussi, ils peuvent être testés dans le cadre de zones pilotes.

Un système d'alerte écologique aurait pour but d'analyser les possibilités de récurrence des cycles d'années sèches et d'étudier les tendances climatiques, de même que les relations entre les quantités de pluies de début de saison et la quantité totale, et les corrélations entre la pluviosité et les productions agricole et pastorale. A ce sujet, la FAO est déjà entrée en pourparlers avec l'OMM qui a compétence particulière pour l'étude des mouvements de la zone intertropicale de convergence, un autre problème agrométéorologique d'importance pour la zone sahélienne.

L'inventaire des systèmes pastoraux et des ressources fourragères de la zone, comprendrait l'étude de l'évolution des conditions des pâturages et des progrès de la désertisation.

L'inventaire des ressources en eau permettrait de mieux planifier l'aménagement hydraulique des zones rurales et agricoles.

La reforestation concernerait la création de ceintures boisées destinées à assurer le bois de chauffage aux populations urbaines et semi-urbaines.

d) Programmes d'appui généraux et régionaux

Fonds sahélien d'assurance contre la sécheresse. Celui-ci serait établi avec la participation des aides internationales, des gouvernements et, à un stade ultérieur, des populations intéressées. Les déboursements auraient lieu les années où le Fonds déclare un état exceptionnel de sécheresse basé sur un pourcentage de destruction des pâturages ou du bétail. L'assurance ne couvrirait que les pertes situées au-delà d'une certaine franchise. Le Fonds pourrait par le jeu de primes plus avantageuses favoriser l'intensification des méthodes d'élevage et d'agriculture (assurances plus favorables pour le bétail de reproduction, les variétés à haut rendement, les mesures de conservation des eaux et du sol), et promouvoir des programmes d'atténuation de la séchéresse (constitution de réserves fourragères, aménagement de bas-fonds, etc.).

Création d'un programme de stabilisation des prix et de stockage des céréales qui s'efforcerait de donner un stimulant financier aux producteurs et de réduire les variations annuelles et saisonnières des stocks et des prix. Ceci requérerait de la part des gouvernements l'établissement d'une politique nationale céréalière qui considérerait le sorgho et le mil comme des cultures industrielles, la formulation d'un programme intégré de production, de commercialisation et de stockage et l'obtention d'un capital de travail et d'entrepôts pour rendre un Office des Céréales opérationnel.

La réévaluation des systèmes de formation et de recherche dans le cadre d'une réorientation des programmes de développement. Des éléments decours se rapportant aux problèmes de la zone sahélienne pourraient être enseignés au stade de l'éducation primaire; des cours et une formation appropriée sur la production végétale en zone semi-aride, sur l'aménagement pastoral, et la production fourragère pourraient être introduits dans le programme des écoles d'agriculture; au niveau universitaire, la spécialisation dans les domaines ci-dessus devrait être donnée aux étudiants des facultés d'agronomie situées dans la zone sahélienne, ou les zones voisines, avec une attention particulière accordée à la planification et l'exécution de projets régionaux tels que ceux mentionnés ci-dessus. Dans cette optique, il pourrait être utile d'explorer les possibilités d'établir une institution régionale spécialisée dans la formation et la recherche pour le développement des zones arides et semi-arides en Afrique de l'ouest. Ceci permettrait d'assurer de façon permanente et coordonnée un programme de recherches, d'éducation et de recyclage dont bénéficieraient les cadres des pays de la zone sahélienne.

La question de la documentation et de l'information relève du même souci d'assurer un appui général au développement de la zone sahélienne. Des centres de documentation ont été créés ou sont en voie de l'être par la FAO et par des institutions régionales de la zone sahélienne. Il serait utile d'assurer la collecte centrale des informations se rapportant à la zone sahélienne; de plus, la publication d'une analyse résumée de ces informations, complétées ultérieurement par la publication régulière d'addendums permet d'éviter la duplication des études et de localiser les déficiences se rapportant aux informations de base.

En ce qui concerne le cadre institutionnel et administratif, il a été fait mention plus haut de la nécessité d'établir des organismes régionaux de développement pour la mise en valeur de la zone sahélienne. Des ajustements aux présentes structures administratives devraient également être étudiés de façon à mieux lier celles-ci aux programmes de développement (création d'un Service pastoral).

Les propositions ci-dessus ne sont que provisoires et doivent être encore examinées plus en détail par les techniciens de la FAO. Jusqu'à présent, aucune discussion ne s'est tenue avec les gouvernements ou les donateurs potentiels pour évaluer leur factibilité. De telles consultations sont cruciales parce qu'aucun volume d'assistance ne peut espérer résoudre les problèmes de développement à moyen et long terme sans l'engagement et l'appui formel des gouvernements concernés.

COUNCIL FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
CONSEIL ORGANISATION DES NATIONS UNIES POUR L'ALIMENTATION ET L'AGRICULTURE
CONSEJO ORGANIZACION DE LAS NACIONES UNIDAS PARA LA AGRICULTURA Y LA ALIMENTACION

CL 60/LIM/5
10 June 1973

Item 7(b)
of the Agenda

Sixtieth Session

Rome, 11-22 June 1973

SAHELIAN RELIEF OPERATION

SUMMARY

The Council is invited to endorse the emergency measures initiated by the Director-General of FAO, in concert with the Secretary-General of the United Nations, to assist the drought stricken countries and peoples of the Sudano-Sahelian Zone of West Africa. Work is under way on the possible contribution which FAO might make to the medium and long-term measures that are proposed to be undertaken as an integrated effort of the UN system. The Council is also requested to give ex post-facto sanction to a reimbursable advance of $ 900,000 from the Working Capital Fund authorized by the Director-General to undertake certain immediate emergency measures pending credits to the Sahelian Zone Trust Fund.

INTRODUCTION

1. This note is intended to inform the Council of the special efforts of the Director-General in concert with the Secretary-General of the United Nations and other members of the UN system to assist the drought stricken countries and peoples of the Sudano-Sahelian Zone of West Africa.

2. The recurrent drought in the Sahelian Zone of Africa, comprising the countries of Mauritania, Senegal, Mali, Niger, Upper Volta and Chad, reached disastrous proportions in 1972-73. As far back as the Spring of 1972 the Intergovernmental Committee of the World Food Programme had discussed a proposal of the Director-General that these countries be given special treatment in the matter of emergency food assistance because of the endemic nature of the drought in the Sahelian Zone.

3. In September 1972, the FAO/WFP Early Warning System signalled an acute emergency situation developing in large areas due to exceptionally poor harvests in the Sahel. As the crisis deepened, the Governments concerned who were making all possible efforts to meet it, stepped up their requirements for food aid from the World Food Programme and from external donors.

4. In response to such requests, the Director-General, on the advice of the Executive Director of WFP, approved a supply of 55,000 tons of food grains at a total cost to the Programme of US$ 8,906,800, including cash assistance in certain cases to meet internal transport costs. This is the highest single contribution to any drought-affected area made from WFP resources at the disposal of the Director-General for emergency food aid. It was also decided that WFP would monitor the shipment of food from all sources to the Sahelian Zone, amounting to over 470,000 tons which, if moved to the affected countries before normal communications were cut off by rains in mid-June, would have helped to lessen human suffering. Bilateral donors were asked to expedite shipping and information was collected and issued periodically on the position of the shipments of the food grains destined for the Sahelian Zone countries.

5. The effect of the drought on the livestock population, which is the backbone of the economy of some of the countries, was even more dramatic. Herds migrated in search of water and fodder on an unprecedented scale, with considerable losses.

6. In January 1973, at the request of the intercountry Liptako Gourma Authority, two FAO specialists carried out an emergency mission to assess the magnitude of damage to livestock in three of the drought-stricken countries (Mali, Niger and Upper Volta). Their report formed the basis for the discussions held on 22 February with officers from the UNDP, WFP and FAO which led to the establishment of a field task force to coordinate information on the livestock situation and to assist the governments concerned in developing measures to alleviate the problems.

7. A joint UN/UNDP/FAO mission also went to Chad, Mauritania, Niger and Senegal to ascertain the water problems and formulate the measures required, in the fields of hydrology and hydrogeology.

8. At the end of February, the Director-General established an Inter-Departmental Working Group on Problems of the Sahelian Zone, to put forward proposals for emergency action to be taken, in cooperation with the Governments concerned, in the food and livestock sectors and to make proposals for an integrated long-term approach to agricultural development in the area.

9. The ECA Conference of Ministers (Accra, 19-23 February 1973) adopted a Resolution recommending that the Sahel Governments declare the zone a disaster area. This was done at a meeting of the Ministers concerned of Mali, Mauritania, Niger, Senegal and Upper Volta, in Ouagadougou, 23-26 March 1973. At this meeting, five Resolutions were adopted. The first resolution declared the sub-region a disaster zone, and adopted a detailed emergency programme for each country. The second resolution decided to put into operation a programme of joint action based on as complete a study as possible of the phenomenon and of possible ways of bringing it under control. The third resolution decided to set up a permanent

Inter-State Committee to coordinate all subregional action to be taken to counteract the drought. The fourth and fifth resolutions outlined an overall programme of activity for the permanent Inter-State Committee, including a study to be carried out for an in-depth knowledge of the climatic conditions of the subregion.

10. Aware of the complexity of the task ahead, the Director-General appointed Mr. Raymond Scheyven, former Minister of Economic Affairs of Belgium, former Minister of Development Co-operation, and past president of ECOSOC to promote, as his Special Representative, new initiatives to alleviate the present crisis, and contribute to the recovery of the stricken regions.

11. Mr. Scheyven outlined the scope of his mission to an Ad Hoc Consultative Group, which included representatives of donor countries, of the African countries concerned and of the FED, WFP and IBRD, on March 29.

12. After that, Mr. Scheyven visited the region from 8 to 20 April 1973. On the basis of his discussions with the Government authorities concerned, and the representatives of external aid agencies in the region, he subsequently reported on the need for assistance not covered by the then established programmes, and the urgency of distributing supplies before the arrival of the rains. His findings were drawn to the attention of a second Consultation held at FAO Headquarters with representatives of some donor and recipient governments and some of the international organizations concerned, on 4 May.

The Appeal

13. It was clear from Mr. Scheyven's findings that there was a serious risk of imminent famine and virtual extinction of livestock herds vital to the nomad populations, which called for greater efforts by the international community. Accordingly, on 10 May, the Director-General issued an appeal to twenty donor Governments and a number of non-governmental organizations. He urged contributing Governments to do their utmost to expedite delivery to recipient countries of supplies promised or en route, and appealed for urgent cash donations to the FAO Sahelian Zone Trust Fund. This would enable FAO to arrange, in coordination with bilateral programmes, for purchase and transport of needed items. Cash requirements were estimated at US$15 million, of which US$ 5.5 million for animal feed and vaccines, US$ 4 million for seeds and US$ 5.5 million for well-deepening equipment. In the light of the latest information it was evident that the airlifting of supplies, and their distribution within countries, constituted the most urgent requirements. The appeal has been followed up by Mr. Scheyven's personal discussions with a number of donors in North America and Western Europe.

The United Nations in concert

14. The emergency action initiated by FAO received a wider focus when the serious situation was considered by the Economic and Social Council of the United Nations (ECOSOC) at its current session. On 18 May, ECOSOC adopted Resolution 1759(LIV) on Aid to the Sudano-Sahelian Populations threatened with Famine. This Resolution appealed to all States Members of the United Nations and to international organizations to assist in the speedy application of the emergency measures advocated by the Director-General and requested the Secretary-General to call upon all elements of the UN System to respond to the immediate needs of the affected nations.

15. The Director-General met with the Secretary-General on 20 May, in Rome, to plan the mobilization of the UN System. They agreed that FAO would serve as focal point to concentrate the efforts of the UN System in the emergency relief operation. The Director-General would provide personal leadership for the operation and would be responsible to the Secretary-General for its effective conduct as an integrated undertaking of the UN System as a whole. The object of the operation was to assist the Governments concerned to meet the emergency needs of the affected populations to the fullest possible extent and within the shortest feasible period of time, in view of the fact that rains, which would make ground transport exceedingly difficult, and in some cases impossible, was expected to reach all areas by mid-June 1973.

16. The efforts of all elements of the United Nations system which can contribute towards meeting the emergency needs of the affected population will be mobilized by the Director-General in concert with the Secretary-General.

17. The Director-General has established, in Rome, a special office for the Sahelian Relief Operation (OSRO) under the leadership of J.V.A. Nehemiah, Director of the FAO Office for Inter-Agency Affairs. The Secretary-General has designated Under-Secretary General Bradford Morse to be his co-ordinator in New York for the operation.

18. In addition, the Director-General has established in Ouagadougou, Upper Volta, a mechanism for ensuring, in cooperation with the Governments concerned, that the necessary supplies reach the affected populations in time. This operation is headed by Moise Mensah, FAO Assistant Director-General and Regional Representative for Africa, who has overall responsibility for field coordination of the emergency operations of the United Nations system in the six countries.

19. Field operation personnel to be headquartered in Ouagadougou and reporting to Mr. Mensah are being recruited or transferred from other duty stations. The Resident Representatives of the United Nations Development Programme (UNDP) in the six countries serve as focal points at the national level and are supported by the senior agricultural advisers/FAO Country Representatives, World Food Programme staff, and such other staff as may be necessary. They report to the Director-General or to Mr. Mensah as circumstances may dictate.

Emergency Operations

20. On 7 June, the total of contributions pledged in cash and kind in response to the Director-General's appeal, subsequently widened by the Secretary-General's communication to Member Governments and other international organizations forwarding the appeal of ECOSOC, amounted to US$ 4,285,638 of which $3,462,362 are to be channelled through the UN system. Its effect in stimulating additional direct contributions by bilateral donors and enlisting the cooperation of non-governmental organizations is even more impressive. A number of bilateral donors have increased their assistance to the Sahelian Zone countries to meet the emergency and have placed aircraft and other transport at the disposal of those countries to facilitate governmental efforts for the internal distribution of food and medical supplies to the needy areas. Many non-governmental organizations, including the Red Cross, have joined the overall effort of providing relief.

21. At the international level, OSRO became operational within days of the Director-General's appeal for help to the international community. It is receiving valuable cooperation from the UN, the UNDP Resident Representatives in the region and bilateral donors in assessing the overall effort. The Director-General arranged for his Regional Representative, Mr. Mensah, who has overall responsibility for field coordination, to move to Ouagadougou. His office is being strengthened with additional staff to give effective support to the intergovernmental co-ordinating committee under the leadership of Mr. Dakouré, Minister for Agriculture, Upper Volta.

22. Communications between a few affected countries have presented great obstacles to the exchange of information. These are being removed to the extent possible by the UN sending special radio transmitting and receiving equipment to Ouagadougou. The help of bilateral donors for communication systems has also been enlisted, but more reliable communication systems are still needed and their availability is being explored.

23. OSRO is pursuing four major fields of activity in the period of emergency relief: the provision of seeds: the provision of food; the provision of animal feed and vaccines; and the deepening of wells and water holes.

Seeds

24. This represents a priority area of activity to be completed within the deadline for sowing. The paramount considerations are that the varieties of crop species should be supplied in time for sowing and must be adapted to local conditions.

25. With regard to timing, the operation must be completed by mid-July in Mauritania and by the end of June in the other countries. It is obvious that notwithstanding the demand for substantial quantities of seeds, considering the limited financial resources, the problems of locating and procuring the seeds and the even greater problems of transporting them to the countries and distributing them to the farmers, the FAO relief operation can only meet part of the demand. A sum of US$ 1,021,000 has been committed to seed supplies and operations are now in full swing in the procurement and supply of 500 tons of millet and sorghum seeds to Chad, 780 tons of millet and 250 tons of rice seeds to Niger; 130 tons of millet and sorghum seeds and 100 tons of groundnut seeds to Upper Volta; 1,000 tons of millet and rice seeds to Mali. The entire seed requirement of Chad has to be airlifted from Sudan using commercial planes. Already 200 tons have been airlifted to remote airstrips in the sowing area and the remaining quantity is in the process of being airlifted. Mauritania is in a difficult position because seeds are not available in nearby countries and the airlift of seeds from Sudan presents special logistical problems. Arrangements to help Mauritania and Senegal are still being explored.

26. The ''operation seed'' has been undertaken in full consultation with the national authorities and the inter-state coordinating committee. Headquarters officers have been sent to the countries concerned to undertake purchase, supervise transportation arrangements, (including purchase and supply of vehicles where needed) and assist in distribution. All financial transactions are undertaken through the good offices of the UNDP Resident Representative in the countries concerned.

27. Another problem that may have to be faced even with good rains is the lack of grass cover in large areas due to overgrazing and extreme drought which destroys seed formation for subsequent growth after the rains set in. The seeding of some of the Sahel areas from the air with grass seeds is now being studied with the help of a bilateral donor.

Food

28. Because of the impossibility of shipping additional food before the onset of the rains, efforts were concentrated on expediting the movement of food commodities amounting to over 470,000 metric tons and consisting of commercial imports, bilateral and WFP donation, so that they arrived in the affected countries before the internal transportation system was dislocated by the onset of the rains. Periodic newsletters were issued by WFP on the movement of supplies with the full cooperation of WFP field officers and in consultation with bilateral donors, shipping agents, etc. It is now clear that due to the limited rail and road transport capacities to move the supplies arriving in African ports to interior destinations, there will be an accumulation of stocks in the ports during June, July and August which should be in the hands of the governments concerned during the period in question. This has made airlifting of such supplies a critical factor in the emergency relief operations. The resources required are quite beyond those available to the UN system. It is obvious that the bilateral donors themselves would have to resort to airlifting of food supplies from ports to relieve needy areas during critical phases. FAO and WFP are however developing a food management plan which will indicate accumulations in ports and critical areas of countries in which airlifts may be undertaken by donors with suitable resources. Prospects also exist for aircraft being placed at the disposal of FAO/WFP by one donor for such airlifts for a month.

Animal feed and vaccines

29. Requirements for animal feed in Mauritania, Niger, Senegal and Upper Volta are estimated at over US$4 million, over and above the assistance being provided by other donors. A sum of US$600,000 has been committed for animal feed, and operations are under way for the purchase of groundnut cake/bran for Senegal, cottonseed cake for Mauritania and wheat bran pellets from Ghana for Upper Volta. In the case of both seeds and animal feed provided by OSRO, transportation is a major problem and cost. The aircraft of some donors have been put at the disposal of the inter-State coordinating committee in Ouagadougou and have been used for some FAO-provided supplies.

30. No assistance for vaccines is envisaged at this stage as requirements are met by the assistance of other donors notably FED and there are no urgent requests to be met during the emergency period. However, the situation may change as the herds which have taken refuge in host countries begin to return to the Northern Sahel Zone when the grass begins to sprout soon after the rains.

Water Resources

31. Assistance from the UN System in rehabilitating water supplies during the emergency is provided under a UNDP/UNICEF programme amounting to US$3.7 million, subject to approval by the governments concerned. FAO, which in cooperation with UNDP made field surveys to provide the data for this programme, will fully cooperate with UNICEF/UNDP. At this stage, the impact of the programme would be felt in improving water supply arrangements in the immediate future rather than during the present emergency phase. UNICEF is also giving assistance in providing drinking water supplies and in the provision of high protein food for supplementary feeding programmes.

The Response of the UN System

32. In addition to the action outlined above, note should be taken of the response from other organizations of the United Nations family. UN and FAO are working in almost day-to-day contact. UNDP has committed US$ 0.5 million for seed purchase. It has also instructed all UNDP Resident Representatives to work in close collaboration with Ouagadougou and Rome focal points. The UN Disaster Relief Coordinator has committed US$ 100,000 mainly for the supply of animal feed and other essential items. UNICEF has flown 2.2 tons of rehydration fluid to Mali and Senegal. The WHO Executive Board, at its recent session, passed a resolution pledging the Organization's full support in dealing with public health problems. UNESCO and the International Atomic Energy Agency, WMO and the ECA have offered to participate as required in fields of their competence.

The Medium and Long-Term Requirements

33. All the activities undertaken for the emergency relief operation will require a meaningful follow-up by the UN System in assisting the Governments concerned in medium and long-term measures as only the integrated and balanced development of the soil, plant growth and livestock to meet the needs of man will eventually stabilize the situation in the region.

34. In accordance with the ECOSOC resolution, referred to in paragraph 14 above, this is a matter for concerted action by the entire UN System, under the leadership of the Secretary-General, on the basis of guidance from the Governments concerned and in the light of the financial resources that might be mobilized. FAO is committed to play an active role, commensurate with its responsibilities in the domain of food and agriculture in the widest sense. For FAO this will involve such aspects as the further improvement of the Early Warning System, integrated land and water and livestock development, a grain stock policy, fisheries and forestry support and the development of rural institutions.

35. The Inter-Departmental Working Group, referred to in paragraph 8 above is now concentrating its attention on the medium and longer-term problem. It is preparing a working paper on measures that might be taken, subject to the views of the governments concerned. The matter will be discussed at an inter-agency meeting called by the Secretary-General for the end of June 1973.

CONCLUSION

36. In conclusion the Council is invited to endorse the measures taken by the Director-General to deal with the emergency situation and to undertake work on the medium-term and long-term problem. The Council is also requested to give ex-post facto sanction to an advance of US$ 900,000 authorized by the Director-General under Financial Reg. 6.2 (a)(iii) from the Working Capital Fund on a reimbursable basis to meet immediate expenditure on

certain essential emergency measures, such as provision of seeds and animal feed, pending the credit to the Sahelian Zone Trust Fund of donations pledged in response to the Director-General's appeal. In accordance with the Financial Regulations, such loans require prior authorization by the Council. In the present emergency, however, it was not possible to obtain this.

37. The Council may also wish to request Governments and institutions which in the past have been making regular food donations to the Sahel Zone countries to plan their donations in advance and make increased commitments even now so that the shipment of such supplies could be planned in a more orderly manner than hitherto. Even if the rains are good, the drought will have dislocated the economy of these countries so much that they are likely to require during 1973/74 more outside food assistance.

COUNCIL FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

CONSEIL ORGANISATION DES NATIONS UNIES POUR L'ALIMENTATION ET L'AGRICULTURE

CONSEJO ORGANIZACION DE LAS NACIONES UNIDAS PARA LA AGRICULTURA Y LA ALIMENTACION

CL 60/LIM/5
10 juin 1973

Point 7(b) de
l'ordre du jour

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Soixantième session

Rome, 11-22 juin 1973

OPERATIONS DE SECOURS DANS LA ZONE SAHELIENNE

RESUME

Le Conseil est invité à entériner les mesures d'urgence prises par le Directeur général de la FAO de concert avec le Secrétaire général des Nations Unies pour venir en aide aux pays et populations de la zone soudano-sahélienne d'Afrique de l'Ouest frappée par la sécheresse. On étudie actuellement la part que la FAO pourrait prendre aux mesures à moyen et à long terme envisagées dans le cadre d'un effort intégré du système des Nations Unies. Il est également demandé au Conseil d'approuver ex post-facto une avance remboursable du Fonds de roulement, d'un montant de 900 000 dollars, que le Directeur général a autorisée pour prendre immédiatement certaines dispositions urgentes en attendant que le Fonds de dépôt pour la zone sahélienne soit approvisionné.

INTRODUCTION

1. La présente note est destinée à informer le Conseil des efforts spéciaux déployés par le Directeur général, de concert avec le Secrétaire général des Nations Unies et d'autres membres du système des Nations Unies, pour venir en aide aux pays et populations de la zone soudano-sahélienne d'Afrique de l'Ouest frappée par la sécheresse.

2. La sécheresse qui sévit périodiquement dans la zone sahélienne d'Afrique englobant la Mauritanie, le Sénégal, le Mali, le Niger, la Haute-Volta et le Tchad, a atteint des proportions désastreuses en 1972-73. Dès le printemps de 1972, le Comité intergouvernemental du Programme alimentaire mondial avait examiné une proposition du Directeur général tendant à accorder un traitement particulier à ces pays, en matière d'assistance alimentaire urgente, à cause de la nature endémique de la sécheresse dans la zone sahélienne.

3. En septembre 1972, le système d'alerte rapide FAO/PAM avait signalé que la situation de vastes contrées devenait extrêmement critique par suite des récoltes exceptionnellement mauvaises effectuées dans le Sahel. La crise s'aggravant, les gouvernements intéressés, qui faisaient tout ce qui était en leur pouvoir pour y faire face, ont multiplié les demandes d'aide alimentaire au PAM et aux donateurs extérieurs.

4. Répondant à ces demandes,le Directeur général, sur avis du Directeur exécutif du PAM, a approuvé la fourniture de 55 000 tonnes de céréales vivrières d'un coût total pour le Programme de 8 906 800 dollars E.U., y compris dans certains cas une aide en espèces pour couvrir les frais de transport intérieur. Cette opération est la plus massive qui ait jamais été entreprise au bénéfice d'une zone frappée par la sécheresse en puisant dans les ressources du PAM dont le Directeur général peut disposer pour l'aide alimentaire urgente. Il a en outre été décidé que le PAM aiguillerait l'expédition vers la zone sahélienne des denrées alimentaires de toutes provenances; il s'agissait de plus de 470 000 tonnes qui, si elles parvenaient aux pays atteints avant que les communications normales ne soient interrompues par les pluies à la mi-juin, devaient permettre d'atténuer les souffrances de la population. Les donateurs bilatéraux ont été invités à accélérer les livraisons et des renseignements ont été réunis et publiés périodiquement au sujet de l'acheminement des céréales vivrières destinées aux pays de la zone sahélienne.

5. Le cheptel, sur lequel repose l'économie de certains des pays, était encore plus dramatiquement éprouvé par la sécheresse. Les migrations des troupeaux en quête d'eau et de fourrage prenaient des proportions sans précédent et les pertes étaient considérables.

6. En janvier 1973, à la demande de l'Autorité interétats de Liptako-Gourma, deux spécialistes de la FAO ont effectué une mission urgente pour évaluer l'ampleur des pertes infligées au cheptel dans trois des pays en proie à la sécheresse (Mali, Niger et Haute-Volta). Leur rapport a été à la base des délibérations tenues le 22 février avec des fonctionnaires du PNUD, du PAM et de la FAO et qui ont conduit à la formation d'une équipe de terrain chargée de coordonner les informations sur la situation du bétail et d'aider les gouvernements en cause à mettre au point des dispositifs pour surmonter les difficultés.

7. Une mission conjointe ONU/PNUD/FAO s'est également rendue au Tchad, en Mauritanie, au Niger et au Sénégal pour déterminer quels sont les problèmes hydriques et formuler les mesures nécessaires dans les domaines de l'hydrologie et de l'hydrogéologie.

8. A la fin du mois de février, le Directeur général a créé un Groupe de travail interdépartemental sur les problèmes de la zone sahélienne, chargé d'avancer des propositions touchant d'une part les mesures d'urgence à prendre, en coopération avec les gouvernements intéressés, dans les secteurs de l'alimentation et de l'élevage, et d'autre part une approche intégrée à long terme à l'égard du développement agricole dans cette zone.

9. La Conférence des Ministres de la CEA (Accra, 19-23 février 1973) a adopté une résolution recommandant aux gouvernements de déclarer le Sahel zone sinistrée. Cela fut fait lors d'une réunion des Ministres intéressés du Mali, de la Mauritanie, du Niger, du Sénégal et de la Haute-Volta, qui s'est tenue à Ouagadougou du 23 au 26 mars 1973. Lors de cette réunion, cinq résolutions ont été adoptées. La première déclarait la sous-région zone sinistrée et adoptait un programme d'urgence détaillé pour chaque pays. La seconde décidait de mettre en oeuvre un programme d'action commune fondé sur une étude aussi complète que possible du phénomène et des moyens de le maîtriser. La troisième décidait de créer un Comité interétats permanent pour coordonner toutes les mesures à prendre à l'échelon sous-régional pour lutter contre la sécheresse. Les quatrième et cinquième esquissaient un programme global d'activités pour ce Comité permanent, et notamment une étude en profondeur à effectuer touchant les conditions climatiques de la sous-région.

10. Conscient de la complexité de la tâche, le Directeur général a désigné pour être son représentant spécial M. Raymond Scheyven, ancien Ministre des affaires économiques de Belgique, ancien Ministre de la coopération pour le développement et ancien Président de l'ECOSOC; M. Scheyven était chargé de promouvoir des initiatives nouvelles en vue de parer à la crise actuelle et de contribuer à la reconstruction des régions sinistrées.

11. M. Scheyven a exposé l'objet de sa mission devant un Groupe consultatif ad hoc qui s'est réuni le 29 mars avec la participation de représentants des pays donateurs, des pays africains intéressés ainsi que du FED, du PAM et de la BIRD.

12. M. Scheyven s'est ensuite rendu dans la région du 8 au 20 avril 1973. Se fondant sur les échanges de vues qu'il a eus avec les autorités gouvernementales intéressées et les représentants des organismes d'aide extérieure dans la région, il a par la suite fait rapport sur la nécessité d'une aide que ne prévoyaient pas les programmes alors existants, et sur l'urgance qu'il y avait à distribuer des approvisionnements avant le début des pluies. Ses conclusions ont été portées à la connaissance d'une deuxième Consultation qui s'est tenue au siège de la FAO le 4 mai avec la participation des représentants de certains pays donateurs et bénéficiaires, ainsi que de certaines des organisations internationales intéressées.

L'appel

13. Des conslusions de M. Scheyven, il ressortait à l'évidence que l'on se trouvait en présence d'un grave risque de famine imminente et d'une extinction virtuelle des troupeaux indispensables à la subsistance des populations nomades, et que, par conséquent, un effort accru de la Communauté internationale s'imposait. C'est pourquoi le Directeur général a lancé le 10 mai un appel adressé à 20 Etats donateurs et à un certain nombre d'organisations non gouvernementales. Il demandait instamment aux gouvernements contributaires de faire le maximum pour accélérer la livraison aux pays bénéficiaires des approvisionnements promis ou en voie d'acheminement, et demandait d'urgence des dons en espèces à verser au Fonds de dépôt FAO pour la zone sahélienne. Ainsi, la FAO serait mise en mesure d'organiser, en coordination avec les programmes bilatéraux, l'achat et le transport des biens nécessaires. Les besoins en espèces étaient estimés à 15 millions de dollars E.U., dont 5,5 millions pour des aliments du bétail et des vaccins, 4 millions pour des semences et 5,5 millions pour du matériel de forage de puits. Sur la base des derniers renseignements disponibles, il était évident que les besoins les plus urgents étaient le transport aérien des approvisionnements et leur distribution dans les pays. Cet appel a été suivi par des entretiens personnels de M. Scheyven avec un certain nombre de donateurs en Amérique du Nord et en Europe occidentale.

L'action concertée des Nations Unies

14. Les mesures d'urgence prises par la FAO ont trouvé un écho plus large lorsque le Conseil économique et social des Nations Unies (ECOSOC) a examiné cette grave situation au cours de la session qu'il tient actuellement. Le 18 mai, l'ECOSOC a adopté la résolution 1759(LIV) sur l'aide aux populations soudano-sahélienne menacées par la famine. Cette

résolution demande instamment à tous les Etats Membres des Nations Unies et aux organisations internationales de contribuer à l'application rapide des mesures d'urgence préconisées par le Directeur général, et elle invite le Secrétaire général de l'ONU à faire appel à tous les éléments du système des Nations Unies pour qu'ils répondent aux besoins immédiats des pays atteints.

15. Le Directeur général et le Secrétaire général se sont réunis le 20 mai à Rome pour organiser la mobilisation du système des Nations Unies. Ils sont convenus que la FAO centraliserait les efforts du système des Nations Unies pour ce qui concerne les opérations de secours d'urgence. Le Directeur général devait assurer personnellement la direction de l'opération et rendrait compte au Secrétaire général de la bonne exécution de cette entreprise intégrée de tout le système des Nations Unies. Le but de l'opération était d'aider les gouvernements intéressés à faire face aux besoins d'urgence des populations sinistrées dans toute la mesure du possible et dans les plus brefs délais, car les pluies, qui rendront les transports par voie terrestre extrêmement difficiles et dans certains cas impossibles, doivent commencer dans toutes les régions d'ici la mi-juin 1973.

16. Le Directeur général, de concert avec le Secrétaire général de l'ONU, mobilisera les efforts de tous les éléments du système des Nations Unies qui peuvent contribuer à faire face aux besoins d'urgence des populations sinistrées.

17. Le Directeur général a créé à Rome un Bureau spécial pour les opérations de secours au Sahel (OSRO), placé sous la direction de M. J.V.A. Nehemiah, Directeur du Bureau FAO des affaires interinstitutions. Le Secrétaire général a désigné M. Bradford Morse, Secrétaire général adjoint, pour servir de coordonnateur de l'opération à New York.

18. En outre, le Directeur général a établi à Ouagadougou (Haute-Volta) un dispositif pour assurer, en coopération avec les gouvernements intéressés, que les approvisionnements nécessaires atteignent les populations sinistrées en temps voulu. Cette opération est coiffée par M. Moïse Mensah, Sous-Directeur général et représentant régional de la FAO pour l'Afrique, qui assume la responsabilité globale de la coordination sur le terrain des opérations d'urgence du système des Nations Unies dans les six pays en cause.

19. On procède actuellement au recrutement ou au transfert de personnel chargé des opérations de terrain, dont le siège se trouvera à Ouagadougou et qui relèveront de M. Mensah. Les représentants résidents du Programme des Nations Unies pour le développement (PNUD) dans les six pays centralisent les travaux au niveau national, et ils sont secondés par les conseillers agricoles principaux/représentants de la FAO dans les pays, par le personnel du Programme alimentaire mondial et au besoin par d'autres agents. Ils rendent compte au Directeur général ou à M. Mensah, seon les circonstances.

Opérations d'urgence

20. Au 7 juin, le montant total des contributions promises en espèces et en nature à la suite de l'appel du Directeur général - dont la portée s'est trouvée ultérieurement élargie par la communication dans laquelle le Secrétaire général transmettait l'appel de l'ECOSOC aux Etats Membres et aux organisations internationales - atteignait 4 285 638 millions de dollars E.U., dont 3 462 362 devaient être acheminés par le système des Nations Unies. Ces appels ont eu un retentissement plus impressionnant encore, s'agissant de stimuler des contributions directes supplémentaires de la part des donateurs bilatéraux et d'obtenir le concours des organisations non gouvernementales. Un certain nombre de donateurs bilatéraux ont augmenté leur assistance aux pays de la zone sahélienne pour faire face à la crise et ont mis des avions et d'autres moyens de transport à la disposition de ces pays afin de faciliter les efforts des gouvernements pour assurer la distribution intérieure des aliments et des médicaments dans les zones nécessiteuses. Nombre d'organisations non gouvernementales, et notamment la Croix-Rouge, se sont jointes à l'effort global de secours.

21. Au niveau international, l'OSRO est devenu opérationnel quelques jours à peine après que le Directeur général eut lancé son appel à l'aide de la Communauté internationale. Il

reçoit un concours précieux de l'ONU, des représentants résidents du PNUD dans la région et des donateurs bilatéraux, qui l'aident à évaluer l'effort global nécessaire. Le Directeur général a pris des dispositions pour que M. Mensah, représentant régional, chargé d'assurer la coordination sur le terrain, se transfère à Ouagadougou. On renforce actuellement l'effectif de ses collaborateurs afin de soutenir efficacement le Comité intergouvernemental de coordination placé sous la direction de M. Dakouré, Ministre de l'agriculture de Haute-Volta.

22. Les difficultés de communication entre certains des pays sinistrés font gravement obstacle à l'échange d'informations. Pour surmonter ces obstacles dans toute la mesure du possible, l'ONU envoie à Ouagadougou un matériel spécial émetteur-récepteur de radio. On a également mobilisé le concours des donateurs bilatéraux pour améliorer le système de communication, mais on a encore besoin de moyens plus sûrs, et l'on étudie actuellement les possibilités de les obtenir.

23. Pendant la période des secours d'urgence, l'action de l'OSRO intéresse quatre domaines principaux: fourniture de semences; fourniture d'aliments; fourniture d'aliments et de vaccins pour animaux; forage de puits et aménagement de points d'eau.

Semences

24. C'est là un secteur prioritaire où l'action doit être menée à bien avant la date limite pour les semailles. L'essentiel est que les semences soient fournies à temps pour les semailles et appartiennent à des variétés adaptées aux conditions locales.

25. En ce qui concerne le calendrier, l'opération doit être achevée au milieu de juillet en Mauritanie et à la fin de juin dans les autres pays. Il est évident qu'indépendamment des grandes quantités de semences demandées, si l'on prend en considération les ressources financières limitées, les problèmes de localisation et d'achat des semences et ceux encore plus grands de leur transport vers les pays qui en ont besoin et de leur distribution aux agriculteurs, l'opération de secours de la FAO ne peut répondre qu'à une partie des besoins. Une somme de 1 021 000 dollars E.U. a été engagée pour les approvisionnements en semences et les opérations battent maintenant leur plein; elles doivent permettre d'acheter et de fournir 500 tonnes de semences de millet et de sorgho au Tchad, 780 tonnes de semences de millet et 250 tonnes de semences de riz au Niger, 130 tonnes de semences de millet et de sorgho et 100 tonnes de semences d'arachides à la Haute-Volta, et 1 000 tonnes de semences de millet et de riz au Mali. Les semences nécessaires au Tchad devront être transportées en totalité du Soudan, par les lignes aériennes commerciales. Deux cents tonnes ont été acheminées vers des pistes d'atterrissage situées dans les zones de cultures, et le reste est en cours de transport. La Mauritanie est dans une situation difficile car les semences dont elle a besoin ne se trouvent pas dans les pays voisins et le transport aérien de semences du Soudan pose des problèmes de logistique spéciaux. Les mesures à prendre pour aider la Mauritanie et le Sénégal sont encore à l'étude.

26. ''L'Opération semences'' a été entreprise en consultation étroite avec les autorités nationales et le Comité de coordination inter-Etats. Des fonctionnaires du Siège ont été envoyés dans les pays intéressés pour effectuer les achats et superviser les opérations de transport (y compris l'achat et la fourniture des véhicules lorsque cela est nécessaire, et l'aide pour la distribution). Toutes les opérations financières sont effectuées par les bons offices du représentant résident du PNUD dans les pays intéressés.

27. Même si les pluies sont bonnes, un autre problème risque de se poser du fait de l'absence de couverture herbacée sur de vastes superficies à la suite du surpâturage et de la sécheresse extrême, qui entrave la formation des semences et les empêche de croître après le début des pluies. L'ensemencement par avion de certaines zones du Sahel avec des semences de graminées est actuellement à l'étude avec l'aide d'un donateur bilatéral.

Alimentation

28. En raison de l'impossibilité d'envoyer des quantités supplémentaires de produits alimentaires avant le début des pluies, les efforts se concentrent sur l'accélération du mouvement des produits agricoles qui porte sur plus de 470 000 tonnes et comprend les importations commerciales, les dons bilatéraux et ceux du PAM, afin qu'ils arrivent dans les pays affectés avant que les transports ne soient paralysés par la saison des pluies. Le PAM a publié des bulletins périodiques sur le mouvement des approvisionnements avec la pleine coopération de ses agents sur le terrain et en consultation avec les donateurs bilatéraux, courtiers maritimes, etc. Il est clair à présent qu'en raison de la capacité limitée des transports ferroviaires et routiers qui doivent acheminer les produits des ports africains où ils arrivent vers l'intérieur, l'accumulation de stocks de produits reçus par les gouvernements intéressés est à prévoir dans les ports aux mois de juin, juillet et août. Le transport par avion de ces produits apparaît donc comme un facteur d'importance critique pour les opérations de secours. Les ressources nécessaires à cet effet dépassent de beaucoup celles dont dispose le système des Nations Unies. Il est évident que les donateurs bilatéraux eux-mêmes devront transporter par avion les produits alimentaires des ports dans les zones où ils sont nécessaires pendant les périodes critiques. La FAO et le PAM sont toutefois en train de mettre au point un plan de gestion des produits alimentaires qui indiquera leur accumulation dans les ports et les zones critiques des pays, où les donateurs qui disposent des moyens nécessaires pourront effectuer le transport par avion. Il est possible également qu'un donateur mette à la disposition de la FAO pendant un mois les appareils nécessaires à ces opérations de transport aérien.

Aliments et vaccins destinés aux animaux

29. On estime que les besoins de la Mauritanie, du Niger, du Sénégal et de la Haute-Volta en aliments du bétail dépassent de 4 millions de dollars E.U. l'assistance fournie par les autres donateurs. Une somme de 600 000 dollars E.U. a été engagée pour l'alimentation animale et des opérations sont en cours pour l'achat de tourteaux et d'issues d'arachides destinés au Sénégal, de tourteaux de coton pour la Mauritanie et de comprimés de son de blé du Ghana à la Haute-Volta. Dans le cas des semences et du fourrage fournis par l'OSRO, le transport est un problème majeur ainsi que le coût. Certains donateurs ont mis des appareils à la disposition du Comité de coordination inter-Etats à Ouagadougou et ils ont été loués pour transporter certains des produits fournis par la FAO.

30. Aucune assistance n'est envisagée à ce stade pour les vaccins, car les besoins en la matière sont satisfaits par d'autres donateurs, notamment le FED, et l'on ne prévoit pas de besoins urgents pendant la période de crise. Toutefois, la situation pourrait changer lorsque les troupeaux qui ont trouvé refuge dans d'autres pays entreprendront de rentrer dans la zone septentrionale du Sahel à l'époque où l'herbe commencera à pousser après les pluies.

Ressources en eaux

31. L'aide que fournit le système des Nations Unies pour rétablir l'approvisionnement en eau pendant la crise est dispensée dans le cadre d'un programme PNUD/FISE d'un montant de 3,7 millions de dollars E.U., qui est soumis à l'approbation des Etats intéressés. La FAO, qui, en collaboration avec le PNUD, a effectué des études sur le terrain pour fournir les données nécessaires à ce programme, coopérera pleinement avec le FISE/PNUD. Il semble à ce stade que le programme aura pour effet d'améliorer l'approvisionnement en eau dans l'avenir immédiat et non pas pendant la présente période de crise. Le FISE fournit également une aide pour l'approvisionnement en eau potable et la fourniture d'aliments à haute teneur en protéines destinés aux programmes d'alimentation d'appoint.

Réaction du système des Nations Unies

32. Outre l'action exposée ci-dessus, il convient de prendre note de la réaction d'autres organisations du système des Nations Unies. L'ONU et la FAO sont en contact presque quotidien. Le PNUD a engagé 0,5 million de dollars E.U. pour l'achat de semences. Il a également chargé tous ses représentants résidents de travailler en étroite collaboration avec les centres de coordination de Ouagadougou et de Rome. Le coordonnateur des secours des Nations Unies a engagé 100 000 dollars E.U. principalement pour la fourniture d'aliments du bétail et autres produits essentiels. Le FISE a acheminé par avion 2,2 tonnes de solution réhydratante au Mali et au Sénégal. Le Conseil exécutif de l'OMS, à sa récente session, a adopté une résolution engageant l'Organisation à apporter son entier appui à la solution des problèmes de santé publique. L'Unesco, l'Agence internationale de l'énergie atomique, l'OMS et la CEA, ont offert leur assistance, le cas échéant, dans les domaines de leur compétence.

Besoins à moyen et à long terme

33. Toutes les opérations d'urgence devront être suivies d'une action appropriée du système des Nations Unies pour aider les gouvernements à faire le nécessaire à moyen et à long terme, car seule une mise en valeur intégrée et équilibrée des terres et des ressources végétales et animales visant à satisfaire les besoins de l'homme permettra de stabiliser un jour la situation dans la région.

34. Aux termes de la résolution de l'ECOSOC citée au paragraphe 14 ci-dessus, il incombe à l'ensemble du système des Nations Unies de mener une action concertée dans ce sens sous la direction du Secrétaire général et en suivant les directives des gouvernements intéressés, selon les ressources financières qui pourront être mobilisées. Il appartient à la FAO de jouer un rôle actif, en rapport avec ses responsabilités dans le domaine de l'alimentation et de l'agriculture au sens le plus large. L'Organisation devra donc s'occuper de diverses questions telles que: perfectionnement ultérieur du système d'alerte rapide, mise en valeur intégrée des terres, des eaux et des ressources animales, politique de stocks céréaliers, soutien aux pêches et à la foresterie et développement des institutions rurales.

35. Le Groupe de travail interdépartemental cité au paragraphe 8 concentre actuellement ses efforts sur les problèmes à moyen et à long terme. Il prépare un document de travail sur les mesures qui pourraient être prises sous réserve de l'avis des gouvernements intéressés. La question sera examinée lors d'une réunion inter-institution que le Secrétaire général a convoquée pour la fin de juin 1973.

CONCLUSION

36. En conclusion, le Conseil est invité à approuver les mesures prises par le Directeur général pour faire face à la situation d'urgence et pour entreprendre une action à moyen terme et à long terme. Il est également invité à sanctionner *a posteriori* l'avance de 900 000 dollars que le Directeur général a tirée sur le Fonds de roulement au titre de l'article 6.2(a)iii) du Règlement financier, à titre remboursable, pour faire face aux dépenses immédiates exigées par certaines mesures d'urgence indispensables (par exemple la fourniture de semences et d'aliments du bétail) en attendant que le Fonds de dépôt pour la zone sahélienne ait reçu les dons promis en réponse à l'appel du Directeur général. Le Règlement financier prévoit que ces emprunts sont soumis à l'autorisation préalable du Conseil. Mais, étant donné l'urgence, cela a été impossible en l'occurrence.

37. Le Conseil voudra peut-être aussi inviter les gouvernements et les institutions qui, dans le passé, ont régulièrement donné des aliments aux pays de la zone sahélienne à planifier d'avance leurs dons et à s'engager dès maintenant à les accroître afin qu'il soit possible à l'avenir d'organiser de façon plus rationnelle leur acheminement. Même si les pluies sont bonnes, la sécheresse a provoqué dans l'économie de ces pays de telles perturbations qu'une aide alimentaire étrangère restera vraisemblablement nécessaire en 1973-74.

UNESCO

Unesco's on-going and proposed activities relating to the drought problem in the Sudano-Sahelian region

I. BACKGROUND AND ON-GOING ACTIVITIES

1. Unesco has been for a long time deeply involved in the scientific problems of the arid and semi-arid regions. In the last twenty years, within the framework of its Arid Zone Programme it has in particular published some thirty volumes on these problems and much of the information contained in this "Arid Zone Research Series" is directly or indirectly relevant to the current problems of the Sudano-Sahelian (and Saharo-Sahelian) zone.

2. Under its International Hydrological Decade (IHD), launched in 1965 and to be continued after 1974 by the International Hydrological Programme, scientific cooperation on hydrological problems has been systematically organized. The research programme of IHD includes the study of extreme hydrological events such as floods and droughts. It can be adapted to the specific problems of a particular region and nearly all countries in the Sudano-Sahelian region have National Committees for the IHD. Use of these Committees should be made for any sub-regional hydrological studies.

3. A vegetation map of Africa at the scale of 1/5.000.000, covering the Sahel with good details has been prepared and is under print, together with an explanatory volume (to appear in 1974).

4. Jointly with FAO, the Soil Map of the World at the scale of 1/5.000.000 is under publication. The sheets covering Africa are ready for printing. Printing of these sheets is unfortunately delayed by the financial problems resulting from inflation.

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5. The hydrogeological map of the arid zones of Africa north of the Equator is in preparation at the scale of 1/2.000.000. This is a long-term effort which has only started for the Maghreb area and could not be speeded up without considerable efforts in the countries concerned.

6. A study of the "agroclimatology of the semi-arid area south of the Sahara in West Africa" has been conducted jointly with FAO and WMO in the framework of the interagency project on agroclimatology. A follow-up technical conference took place in Dakar in 1971.

7. A documentation and information centre on the Natural Resources of th Niger river basin has been set up in Niamey, under UNDP assistance. This centre covers most of the region struck by drought and is fully operational since the end of 1969 under the responsibility of the Niger Basin Commission grouping nine riparian countries. A quarterly bulletin analyzing available documentation on specific subjects is published by this Centre.

8. A study of water resources in the Lake Chad Basin has been conducted under UNDP financing for the Lake Chad Basin Commission. The technical report and the collection of related maps is available. An analog model of water condition in the Basin has been built at Unesco Headquarters and is now being transferred to Fort-Lamy.

9. Recently has been launched an interdisciplinary and intergovernmental programme on Man and the Biosphere (MAB). The objectives of this programme, which is centered on ecological research, are to provide guidance for the rational utilization and management of different types of ecosystems. One of the 13 projects under this programme is concerned with the impact of human activities and of land use practices in grazing lands including those of semi-arid and arid areas (MAB Project N° 3). In October 1972 a panel of experts was convened in Montpellier (France) to elaborate the scientific content of this proje gaving special attention to the problems of formulation of management strategies for maximum sustained use of areas which are marginal for

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crop production. This is clearly the case of the Sahel zone. One of the characteristics of MAB is to try to achieve a practical and integrated approach, combining both natural sciences and social sciences factors. The report of MAB Project 3 is available. The International Co-ordinating Council which supervises MAB has decided to give priority attention to this project and an international working group to develop it further at the global level is to be held in the United Kingdom early 1974. This MAB project is implemented in close cooperation with FAO.

II. PROPOSED MEDIUM AND LONG-TERM ACTIVITIES

1. It is primarily in the field of applied research that Unesco, particularly through the mechanisms of its international research programmes, can bring a useful contribution to the study and mitigation of the drought problem in the Sahel. In this respect it is believed that the central problem is one of management of grazing lands under marginal and fluctuating climatic conditions in a particular social economic and cultural context. The problems of adequate water supply and of crop production are to be considered against this main problem. In this respect it is clear that certain studies and actions of medium and long-term character, where Unesco is not directly involved, have to be carried out further. This applies for instance to the scientific study of the long-term climatic fluctuations, including the possibility of forecasting them, or to the selection of drought resistant forage and crop varieties. Unesco's involvement would probably concentrate on the following elements :

(a) implementation of MAB Project N° 3 at the sub-regional level of the Sahel region,

(b) scientific assessment of available water resources,

(c) completion of certain on-going project (i.e. soil map, hydrogeological map), and participation in further agroclimatological

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studies (determination of lower climatic thresholds for specific crops),

(d) improvement of "environmental education" in the region.

2. As regards the rapid development of MAB Project N° 3, which relates directly to the central problem of management of grazing lands of the area, the main difficulties at the moment are that only few countries in the region have active MAB National Committees at the moment and that from an overall scientific standpoint it might be considered more logical to wait for the 1974 working group meeting before undertaking cooperative action at the sub-regional level. However, in view of the basic importance of this research project for the region, the relatively slow pace at which a cooperative programme can be effectively implemented, and the need to take full scientific advantage of the observation of the extreme drought conditions, it is proposed to organize a sub-regional meeting on MAB Project N° 3 towards the end of 1973. The meeting would be organized in close cooperation with FAO and other organizations concerned. It would consider the needs for synthesis of present knowledge, for identifying gaps and planning the subsequent ecosystem management studies to be integrated in MAB Project N° 3. It would also consider the needs of the sub-region for specialized training for this purpose. The meeting could possibly take place in Senegal where an active MAB Committee exists. This meeting, which would be of a preparatory and organizational nature, would be followed by a second one in the middle of 1974, after the international working group has met.

The preparations and holding of the two sub-regional meeting would cost approximately $ 60.000. The assistance needed by the countries for full implementation of MAB Project N° 3 at the Sahel zone level cannot be specified at this stage. It will involve bilateral and multilateral assistance, for research, for equipment and for training.

This action is considered by Unesco of the highest priority.

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3. As regards the assessment of available water resources in time and space, including surface as well as ground water, it is proposed to start with a one-year study of available or deductible information (estimated cost $50.000). This study would evaluate the value of the information collected and identify major gaps (in the same way as was done for the Chad Basin Commission in 1966-1970). It would lead to the definition of in-depth hydrological studies necessary for long-term development planning. Such studies should be executed in such a way that results are immediately usable for water management planners, as for instance in the survey of water resources in the Northern Sahara, implemented recently by Unesco under UNDP financing.

4. The acceleration of the publication of the african sheets of the Soil Map of the World would require immediately some $ 30.000. The map would be issued in 1974. As regards the hydrogeological maps, the preparation of which would allow for comprehensive study of information available and identification of gap areas, some $ 60.000 would be required over a 5 years period. The actual needs for further action, particularly delineation of limits for crops in relation to climatic risks, under the interagency agroclimatology project should be defined after detailed consultations with FAO and WMO.

5. Education and training should be considered at two levels :

(a) training of specialists, particularly grassland ecologists and soil and water specialists, to be trained either in foreign countries through fellowships, or in the region itself through short and long-term courses,

(b) general environmental education of the populations of the region, including mobile teams and mobile vans operating out of primary, secondary or teacher training institutions.

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It would be arbitrary to suggest an amount for such activities, their intensity depending essentially on availability of funds.

6. Finally, it should be recalled that the question of an interdisciplinary applied research center for Sahelian problems, combining natural sciences and social sciences factors, has been raised on several occasions in Unesco ad that documentation exists on the matter. In the long run, it would seem that this idea should not be forgotten and might deserve similar attention to that given to other interregional research institutions relating to food production.

27/6/1973

WORLD HEALTH ORGANIZATION

WHO-ASSISTED PROJECTS IN THE DROUGHT-STRICKEN COUNTRIES IN THE SUDANO-SAHELIAN ZONE IN WEST AFRICA

STATEMENT TO THE INTER-AGENCY MEETING

GENEVA, 28-29 JUNE 1973

CHAD

1. Smallpox eradication

Source of funds: WHO Regular Budget.

Date of commencement: 1968 - continuing.

Objective : To maintain the state of freedom from smallpox which has been attained since 1970 with no cases discovered since that date. The programme is now carrying out surveillance and immunization activities for a number of communicable diseases in addition to smallpox including cholera, yellow fever, measles, tuberculosis and poliomylites.

Estimated obligations (US $) for local costs:

WHO regular budget:	1973	17 500
	1974	17 500

2. Development of basic health services

Source of funds: WHO regular budget, UNDP and UNICEF funds

Date of commencement: 1964 - continuing.

Objectives:

a) To strengthen and develop basic health services in urban and rural health services with emphasis on maternal and child health.

b) To plan and carry out a long term sanitation programme, and,

c) To train health personnel.

International staff: Dr A. Franklin, Medical Officer; Mr M. D. Daou, Sanitary Engineer; Miss P. M. Matter, Nurse.

Estimated obligations (US $):

WHO regular budget:	1973	45 996
	1974	51 455
Other funds:	Estimates not know yet.	

3. Nursing education

Source of funds: WHO regular budget and UNICEF funds.

Date of commencement: 1962 - continuing until 1974.

Objectives:

a) To develop the National School of Nursing.

b) To revise the training programme for nursing auxiliaries.

International staff: Miss H. V. Delvaux, Nurse; 2nd nurse: under recruitment.

Estimated obligations (US $):

WHO regular budget:	1973	36 798
	1974	41 760
Other funds:	Estimates not yet known.	

4. Fellowships

Source of funds: WHO regular budget

Objective : To provide fellowships for the training of national personnel in various fields of health activities.

Estimated obligations:

WHO regular budget:	1973	48 700
	1974	65 800

MALI

1. Smallpox eradication

Source of funds: WHO regular budget.

Date of commencement: 1965 - continuing.

Objective: Same as for Chad.

Estimated obligations (US $) for local costs:

WHO regular budget:	1973	17 000
	1974	17 000

2. Drainage system for Bamako and water supply for selected provincial towns

Source of funds: UNDP

Date of commencement: 1971 - continuing.

Objectives:

a) To formulate a staged programme for sewerage and storm drainage for Bamako.

b) To carry out water supply studies for selected provincial towns.

c) To train health personnel.

International staff: Mr J. Baehler, Sanitary Engineer.

Estimated obligations (US $):

UNDP funds:	1973	218 650
	1974	129 850

3. Development of basic health services

Source of funds: WHO regular budget and voluntary contribution.

Date of commencement: 1969 - continuing.

Objectives:

a) To implement the national health plan particularly as regards development of a network of basic health service facilities which can support mass campaigns against communicable diseases.

b) To assume responsibilities for maternal and child health care.

c) To improve methods for the diagnosis and treatment of malaria.

d) To establish a central and environmental unit.

e) To improve sanitation.

f) To train health personnel.

International staff: Dr J. C. Baussay, Medical Officer; second medical officer: under recruitment; Mr L. Roy, Sanitary Engineer; Miss R. V. Nussey, Nurse; Mr I. Ujoodha, Technical Officer.

Estimated obligations (US $):

WHO regular budget:	1973	122 400
	1974	129 219
Other funds:	1973	4 000
	1974	Not yet known.

4. Nursing education

Source of funds: WHO regular budget.

Date of commencement: 1964 - continuing.

Objectives:

a) To develop the programmes for training of nurses, midwifes and medico-social workers at state diploma and auxiliary levels.

b) To strengthen nursing and midwifery services.

International staff: Miss T. M. Ponty, Nurse; Miss M. d'Hofman de Villiers, Nurse.

Estimated obligations (US $):

WHO regular budget:	1973	39 376
	1974	43 183

Other funds: Estimates not knownyet.

5. School of medicine, pharmacy and dentistry in Bamako

Source of funds: WHO regular budget.

Date of commencement: 1969 - continuing.

Objective: To assist the Government in developing school.

Estimated obligations (US $):

WHO regular budget:	1973	7 800
	1974	7 800

6. Fellowships

Source of funds: WHO regular budget and UNDP funds.

Objective: To provide fellowships for the training of national personnel in various fields of health activities.

Estimated obligations (US $):

WHO regular budget:	1973	34 000
	1974	67 100
UNDP funds:	1973	27 000
	1974	Not known yet.

MAURITANIA

1. Smallpox eradication

Source of funds: WHO regular budget.

Date of commencement: 1968 - continuing.

Objective: To complete and evaluate eradication programme and develop epidemiological surveillance.

International staff: Dr I. T. Saveanu, Medical Officer; Mr V. Chinien, Technical Officer.

Estimated obligations (US $) for local costs:

WHO regular budget: 1973 57 789
1974 61 856

2. Development of basic health services

Source of funds: WHO regular budget and UNICEF funds.

Date of commencement: 1968 - continuing.

Objectives:

a) To develop basic health services.

b) To integrate maternal and child health into the work of general health services in the country.

c) To improve the diagnosis and treatment of malaria.

d) To train health personnel.

International staff: Dr J. F. Ortiz Blasco, Medical Officer; Miss K. P. Zander, Nurse.

Estimated obligations (US $):

WHO regular budget: 1973 51 683
1974 52 166

Other funds: Estimates not known yet.

3. Nursing education

Source of funds: WHO regular budget

Date of commencement: 1963 - continuing.

Objectives:

a) Development of basic health services.

b) To develop the programmes of the school for nurses and midwives.

International staff: Mrs M. B. Jezierska, Nurse; second nurse: under recruitment.

Estimated obligations (US $):

WHO regular budget: 1973 41 851
1974 46 521

4. Fellowships

Source of funds: WHO regular budget.

Objectives: To provide fellowships for the training of national personnel in various fields of health activities.

Estimated obligations (US $):

WHO regular budget: 1973 12 000
1974 37 000

NIGER

WHO Resident Representative in Niamey: Dr J. C. Emmanuel.

1. Smallpox eradication

Source of funds: WHO regular budget.

Date of commencement: 1967 - continuing.

Objective : As for Chad and Mali.

Estimated obligations (US $):

WHO regular budget: 1973 17 000
1974 17 000

2. Development of basic health services

Source of funds: WHO regular budget, UNDP, UNICEF funds, the funds in trust.

Date of commencement: 1969 - continuing.

Objectives:

a) To expand basic health services including special services for nomads in accordance with the national health plan. Special attention is being given to maternal and child health, school health and tuberculosis control.

b) To plan a long term sanitation programme including water supplies.

c) To train health personnel.

International staff: Dr K. Saric, Medical Officer; Mr F. Jermie, Sanitary Engineer; Mrs E. L. Konate, Nurse; Miss L. C. Beier, Nurse.

Estimated obligations (US $):

WHO regular budget:	1973	85 273
	1974	86 471
UNDP funds:	1973	15 000
	1974	Not know yet.
Funds in trust:	1973	52 800
	1974	15 000

3. Nursing education

Source of funds: UNDP

Date of commencement: 1966 - continuing.

Objectives:

a) To strengthen the National School of Public Health in Niamey.

b) To train multi-health auxiliaries.

International staff: Miss Verhaeghe de Naeyer; Miss A. J. Collombe; Miss B. Vaillandt; Miss M. R. Heimendinger.

Estimated obligations (US $):

UNDP funds:	1973	192 550
	1974	196 000

4. Fellowships

Source of funds: WHO regular budget

Objective: To provide fellowships for the training of national personnel in various fields of health activities.

Estimated obligations (US $):

WHO regular budget:	1973	64 600
	1974	69 300

SENEGAL

WHO Representative in Dakar: Dr L. A. Atayi.

1. Smallpox eradication

Source of funds: WHO regular budget.

Date of commencement: 1967 - continuing.

Objective : Same as for Chad.

Estimated obligations (US $) for local costs:

WHO regular budget: 1973 8000
1974 8000

2. Development of basic health services

Source of funds: WHO regular budget and UNICEF funds.

Date of commencement: 1968 - continuing.

Objective: To develop basic health services to the level required to support mass campaigns against communicable diseases. Special attention will be given to maternal and child health, the national tuberculosis control programme, control and treatment of malaria and training of personnel.

International staff: Dr V. Broccolo Tommasi, Medical Officer; Dr M. Maton Ligeti, Medical Officer; Dr C. Alagan, Medical Officer; Dr J. Vuylsteke, Medical Officer; Miss Nguyen-Thi-Ky, Nurse; second nurse: under recruitment; Mr R. C. Stedman, Technical Officer.

Estimated obligations (US $):

WHO regular budget: 1973 173 199
1974 178 921

UNICEF funds: Estimates not known yet.

3. Master plan for water supply and sewerage for Dakar and surrounding area

Source of funds: UNDP

Date of commencement: 1966 - continuing.

Objectives:

a) To develop a phased improvement programme within a long term plan for water supply, sewerage and storm drainage for the city of Dakar and its surrounding area.

b) To carry out management, legal and finance studies for the development of a self-supporting water and sewerage authority .

International staff: Mr V. Myssil, Technical Officer; Miss S. Iskenderian, Administrative Assistant; sanitary engineer: under recruitment.

Estimated obligations (US $):

UNDP funds: Estimates not known yet.

4. Institute of odontology, stomatology in the University of Dakar.

Source of funds: WHO regular budget.

Date of commencement: 1970 - continuing.

Objective: To assist the Government in establishing their Institute and to train personnel in dental health.

International staff: Dr K. I. Mawupe-Vovor, Dental Officer; Dr C. L. Di pasquale, Dental Officer.

Estimated obligations (US $):

WHO regular budget:	1973	48 675
	1974	51 466

5. Fellowships

Source of funds: WHO regular budget

Objective: To provide fellowships for the training of national personnel in various fields of health activities.

Estimated obligations (US $):

WHO regular budget:	1973	20 000
	1974	26 200

UPPER VOLTA

WHO Representative in Ouagadougou: Dr F. Martin-Samos.

1. Smallpox eradication

Source of funds: WHO regular budget.

Date of commencement: 1967 - continuing.

Objective: Same as for Chad.

Estimated obligations (US $):

WHO regular budget: 1973 17 000
1974 17 000

2. Tuberculosis control

Source of funds: WHO regular budget and UNICEF funds.

Date of commencement: 1968 - continuing.

Objectives:

a) To carry out a country-wide BCG vaccination campaign.

b) To develop a comprehensive national tuberculosis control programme based on decentralization of initial bacteriological diagnosis and ambulatory treatment services.

c) To use a simplified recording and reporting system to facilitate continuous operational evaluation.

International staff: Dr L. E. van Giat, Medical Officer; Miss C. M. Hubert.

Estimated obligations (US $):

WHO regular budget: 1973 47 285
1974 49 397

UNICEF funds: Estimates not known yet.

3. Development of basic health services

Source of funds: WHO regular budget, UNDP and UNICEF funds.

Date of commencement: 1968 - continuing.

Objective: To plan, organize and develop the health services. Special emphasis to be given to maternal and child health, environmental sanitation and training of the staff needed for extending integrated health services to rural health services.

International staff: Dr J. A. Mahoney, Medical Officer; Dr O. G. Dindinian, Medical Officer; Mr S. K. Stankov, Sanitary Engineer; nurse: under recruitment.

Estimated obligations (US $):

WHO regular budget: 1973 99 434
1974 108 399

Other funds:	1973	37 200
	1974	36 300

4. Nursing education

Source of funds: WHO regular budget and UNDP funds.

Date of commencement: 1968 - continuing.

Objective: To develop basic programmes for training nurses and midwives to state registration level.

International staff: Miss S. Santa Maria, Nurse; Miss A. M. Boulanger.

Estimated obligations (US $):

WHO regular budget:	1973	22 000
	1974	22 000
Other funds:	1973	103 500
		90 000

5. Fellowships

Source of funds: WHO regular budget

Objective: To provide fellowships for the training of national personnel in various fields of health activities.

Estimated obligations (US $):

WHO regular budget:	1973	26 000
	1974	30 500

Remarks of the IBRD Representative, Mr. E.P. Wright, at the Meeting Concerning the SUDANO-SAHELIAN DROUGHT PROGRAMME

28 June, 1973
Palais des Nations
Geneva

Mr. Chairman,

As you know, the nature of the World Bank Group is such that we cannot as a rule make much of a contribution to emergency relief action of the kind that has been concerted so effectively under the direction of FAO to deal with the dramatic and tragic situation that has arisen as a result of the drought in the Sudano-Sahelian zone.

We have, however, been concerned to devise some way in which we might be able to assist in alleviating this situation, even though it involves departing to some extent from our normal method of operations. Mr. McNamara, in response to an appeal he had received earlier from President Senghor and subsequent meetings we have had in Washington with the Ambassadors of the Sahelian countries, wrote to President Senghor in May proposing that a special mission from the Bank should visit the area to explore possibilities of the Bank Group extending assistance of a somewhat unconventional kind for this purpose - and where appropriate, of adapting on-going projects to meet special needs created by the drought.

After consultation with the Governments concerned, this mission, headed by the Director of Projects for the Western Africa Region of the Bank, visited 5 of these countries in late May and early June. The mission returned to Washington a week ago and is preparing a report on its disucssions with these Governments, culminating in a meeting here in Geneva at the beginning of last week with Mr. Dakouré. A member of the mission also visited Rome for talks with FAO on the immediate relief operation.

As to medium term action which the Bank Group might take, Mr. McNamara would be ready, if the mission is able to identify specific requirements for restoring production in the area, to recommend to our Executive Directors a series of special IDA credits to Sahelian countries to finance a broad range of sub-projects designed to alleviate the effects of the drought. These sub-projects would probably be for the most part related to the repair and rehabilitation of existing small-scale irrigation schemes and the construction of new ones, to the improvement of livestock and to provision of water supply for human consumption. I cannot as yet give any more precise indication of the nature and scale of the credits that would be recommended, but taken together they might amount perhaps to something of the order of $10 million.

These credits, if made, would differ from normal Bank Group operations in several respects:

(a) they would be lines of credit rather than conventional project loans - there would be no need for the precise definition of sub-projects in advance;

(b) the credits would in most cases cover the full costs of sub-projects - we feel that there would be little scope for budgetary contributions from Governments in the present exceptional circumstances;

(c) some arrangements would have to be made for pre-financing, perhaps through the establishment of some sort of revolving fund.

Of course, medium term assistance of this kind to deal with the drought merges into the much wider question of the economic development of the countries in the region. International assistance to this end is a continuing process that has been going on for many years, with the Government of France and the European Development Fund playing the leading roles, but with increasing contributions from other international agencies, including the UNDP and the World Bank Group, and from other countries - for example, the United States, Germany and Canada. Important contributions to the development of some of the Sahelian countries have also been made by the Soviet Union and the People's Republic of China, which I believe are amongst those providing emergency relief.

It is in this field of long term assistance that the special experience of the World Bank Group lies. We will be distributing to the meeting a list of 35-40 projects for which we have already extended assistance, many of them having a direct bearing on the problems created by the drought (for example, assistance for road construction and for the Senegal-Mali railways). There are another 14 projects in our programme for our next fiscal year, a considerable proportion of them directly concerned with agriculture and livestock development.

To date, I think, through regular consultation with each of the Sahelian Governments and amongst the aid agencies themselves, a fair degree of co-ordination has been achieved, but there is certainly considerable scope for improvement, and we welcome the initiative being taken by the United Nations in this direction. We also welcome the initiatives taken by the Governments themselves to concert action on a regional basis.

It is, of course, only these Governments that in the last resort can achieve effective co-ordination whether at the national or international level. While our dealings are normally with national member Governments, we are very much interested in possibilities of regional development and are currently giving much attention to the possibilities for regional programmes in such sectors as livestock and irrigation.

Some of the problems confronting the Governments in the region cannot be effectively addressed on a national basis. As one illustration, I would mention the meeting held earlier this week in Paris on the control of onchocerciasis (river-blindness) in the Upper Volta River Basis - a meeting organized jointly by the WHO, the FAO, the UNDP and the World Bank. The aim of this meeting is to mobilise resources in an international basis for financing a programme to control the vector, and this is a programme that must be conducted on a regional rather than a national basis if it is to be successful. I need hardly add that the fight against riverblindness has a very direct bearing on the problems created by the drought, since on of its principal objectives is to reopen to agricultural production many river valleys that have been largely abandoned, in part because of the disease.

Returning therefore to the question of co-ordinating long term international development assistance to the area, the World Bank is ready at any time to discuss with the Governments of the Sahelian countries and with other governmental and inter-governmental aid agencies practical ways of achieving the purposes which you, Mr. Chairman, have outlined.

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROGRAMS OF WORLD BANK GROUP IN SUDANO-SAHELIAN REGION

The attached statement is submitted in response to the request made by the Under-Secretary-General in his letter of June 11, 1973, that organizations in the UN system should provide written statements of their on-going programs in the Sudano-Sahelian zone. It covers all projects financed to date by the World Bank Group in Chad, Mali, Mauritania, Niger, Senegal and Upper Volta, together with other projects that may be brought forward for the consideration of the Bank's Executive Directors in the course of the next 12-18 months.

In addition to the projects listed, consideration is being given to the possibility of special lines of credit being extended by the International Development Association to each of the six countries to finance relatively small-scale investments which would assist in the rehabilitation of agricultural and livestock production affected by the drought. These investments would be mainly directed towards the improvement of stock, small irrigation schemes and the supply of water for human consumption.

IBRD
Regional Office for Western Africa
Washington, D.C.

June 27, 1973

The Status of Bank Group Operations in Chad

A. Statement of IDA Credits

Year	Borrower	Purpose	Amount IDA	(US$ millions) Undisbursed /a
1968	Chad	Highway Maintenance	4.1	1.7
1968	Chad	Education	1.8	1.6
1971	Chad	Education	2.2	2.1
1972	Chad	Livestock Development	2.2	2.2
Total			10.3	
of which has been repaid			0.0	
Total now outstanding			10.3	
Total now held by IDA /b			10.3	
Total undisbursed				7.6

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a/ As of March 31, 1973
b/ Prior to exchange adjustment

B. Projects in Execution

The 1968 Highway Maintenance Credit helped finance a five year program which included the provision of equipment, spare parts, materials, extension of a repair shop, the training of operational mechanics, and consultants' services to establish a system to collect traffic data for Chad's main roads,as well as feasibility studies for future road improvements.

The two IDA credits for education helped finance the construction of a teacher training college at Moundou; the construction of a Secondary Technical School at Fort-Lamy; the construction of an Agricultural Technician Training Center at Sarh; and a study of a scheme for the training of young farmers.

The 1972 Livestock Development Credit will help finance the construction of 38 concrete wells, as well as the repair and renovation of 102 existing wells in the western part of Batha prefecture; the establishment of two well maintenance teams and support of their operations for two years; and studies to be carried out by a UNDP financed livestock development unit.

C. Projects in Advanced Stage of Consideration

Education. A supplementary credit of US$800,000 for the above mentioned two education projects mainly to cover increases in costs resulting from the recent devaluation of the dollar.

Cotton Feeder Roads. A credit to finance the first phase of a cotton feeder road project. This project would consist of the improvement and maintenance of about 300 km of selected seasonal roads used for transporting seed cotton to ginneries and a feasibility study and detailed engineering of the improvement and maintenance of all-weather roads used for transporting fibre cotton from ginneries to export outlets.

Irrigation. A credit for the Sategui-Deressia irrigation project, possibly in conjunction with UNDP,USAID and African Development Bank. The project would consist of the expansion of rice production from 9,000 ha to 11,000 ha in the Sategui Deressia Plains by constructing embankments, irrigation canals, housing and storage buildings and a rice mill; and the provision of extension services and agricultural reasearch.

The Status of Bank Group Operations in Mali

A. Statement of IDA Credits

Year	Borrower	Purpose	Amount IDA	(US$ millions) Undisbursed [a]
1966	Republic of Mali	Railway	9.1	0.4
1970	Republic of Mali	Highway Maintenance	7.7	1.2
1972	Republic of Mali	Rice Development	6.9	6.0
1972	Republic of Mali	Telecommunications	3.6	3.6
1973	Republic of Mali	Highway Rehabilitation	9.5	9.5
1973	Republic of Mali	Railway	6.7	6.7
1973	Republic of Mali	Education	5.0	5.0
Total			48.5	
of which has been repaid			0.0	
Total now outstanding			48.5	
Total now held by IDA [b]			48.5	
Total undisbursed				32.4

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[a] As of March 31, 1973.
[b] Prior to exchange adjustment.

B. Projects in Execution

The 1966 Railway Project is a rehabilitation program, originally including renewal of 57 km. of existing track material between Kayes and the Senegal border, replacement and purchase of additional locomotives and rolling stock, purchase of maintenance and workshop equipment, renewal of part of the railway telecommunications system and consultant services. The project was later extended to include an additional 26 km. of track renewal.

The 1970 Highway Maintenance Project includes a four-year program for highway maintenance and betterment of agriculture feeder roads; providing for reorganization of the Equipment Department of the Directorate of Roads and Bridges; training of maintenance staff; purchase of new maintenance equipment, together with overhaul and repair of existing equipment; renovation and expansion of workshops; and the betterment of 1,140 km. of agricultural feeder roads.

The (Mopti) Rice Development Project will improve conditions for rice cultivation on about 31,000 ha. in the Mopti Region. It features construction and rehabilitation of polders; land preparation; construction of buildings for the project; establishment of a project authority, Opération Riz Mopti, to operate and maintain the polders, to allocate land in new polders, and to distribute selected seeds and provide credit and extension service. The project also includes purchase of farm machinery, provision of technical assistance, the establishment and operation of an agricultural research station and the preparation of a feasibility study for a second stage rice project in the Mopti region.

The 1972 Telecommunications Project aims at rehabilitation, and expanding the principal local and long distance facilities in order to improve the physical condition of the network, eliminate congestion, improve the quality of service, and meet present and future demand through 1977. The project includes rehabilitation of existing switching equipment and replacement of manual equipment by automotic switching equipment; rehabilitation and expansion of existing cable and subscriber distribution networks and construction of several microwave links; introduction of modern accounting system.

The 1973 Second Highway Project aims at the rehabilitation and strengthening of the Bamako-Segou and Bamako-Bougouni roads, including supervision of construction by consultants; construction of the ongoing highway maintenance and feeder road betterment program, begun under the first highway credit, through the provision of additional technical assistance and training; purchase of highway maintenance equipment; and detailed engineering for the upgrading of the Bamako-Kolokani road.

The 1973 Second Railway Project consists essentially of rehabilitation and provision of equipment, including track works, motive power, and rolling stock; training of staff; and reorganization of the management administrative services of the Regie du Chemin de Fer du Mali (RCFM).

The 1973 Education Project is designed to complement the programs of other bilateral and multilateral agencies in higher education teacher training, extension agent training, functional literacy programs and rural training. The project consists of construction and equipment for eleven groups of science laboratories and domestic workshops, upgrading of teachers and training of directors for the laboratory-workshop groups; provision of technical assistance including services to the Ministries of Education for improving planning and management procedures and specialists' assistance to organize and implement a study of the alternatives for the extension of basic education; and financing the project unit.

C. Projects in Advanced Stage of Consideration

Agriculture. An integrated groundnuts/food crops development project is being prepared for consideration in 1974. The project would include provision of inputs, extension service, equipment, water supply, feeder roads, technical assistance and research.

Livestock Development. Preparation is proceeding on a livestock development project in the Mopti region involving well construction, animal health, firebreaks and technical assistance.

Cotton Development. A three-year cotton development program is being prepared, involving the extension of an ongoing FED-financed project; including inputs, equipment, technical assistance and feeder roads.

The Status of Bank Group Operations in Mauritania

A. Statement of Bank Loans and IDA Credits

Year	Borrower	Purpose	Amount Bank	(US$ millions) IDA	Undisbursed /b
1960	MIFERMA /a	Mines	66.0		
1964	Republic of Mauritania	Roads		6.7	
1969	Republic of Mauritania	Road Maintenance		3.0	0.7
1971	Republic of Mauritania	Livestock Development		4.2	4.1
Total			66.0	13.9	
of which has been repaid to Bank and others			42.8	0	
Total now outstanding			23.2	13.9	
Amount sold			63.4		
Total now held by Bank and IDA /c			1.2	13.9	
Total undisbursed					4.8

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a/ With the guarantee of Mauritania and France.
b/ As of March 31, 1973.
c/ Prior to exchange adjustment.

B. IFC Investment to Mauritania

Year	Company	Purpose	Amount (US$ million) /a Loan	Equity	Total
1968	SOMIMA	Copper Mining & Treatment	18.8	1.2	20.0
Amount sold or repaid			10.6	0.5	11.1
Total held by IFC			8.2	0.7	8.9

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a/ As of March 31, 1973.

C. Projects in Execution

After the US$66 million loan to MIFERMA in 1960, three IDA credits were signed between FY65 and FY72, two in the transport sector and one in the rural sector. An IDA credit of US$6.7 million was granted in FY65 for the construction of the 200 km Rosso-Nouakchott road which was completed by July 1971. A second project in the transport sector (US$3.0 million, FY69) consisted of a four-year improvement and maintenance program and included the purchase of maintenance and shop equipment, and training of personnel at all levels.

In FY72, a US$4.2 million IDA credit was granted for livestock development. Three administrative regions in the southeast including about half of the country's population and 40 percent of its livestock will benefit from this project, which provides for:

i) repair and reconstruction of 300 wells for livestock watering, construction of 15 new wells (pending exploratory drilling information) and establishment of three well maintenance teams and support of their operation for four years;

ii) establishment of operation of teams to conduct animal health campaigns for cattle, sheep and goats in the project area over a four-year period, and

iii) provision of maintenance equipment and financing of the operating costs of maintenance of 6,500 km of firebreaks over four years.

D. Project in Advanced Stage of Consideration

Road Maintenance. A second road maintenance project, scheduled for field appraisal in September, could be undertaken in an area not covered by the first project. The new project as identified at this stage would include the extension of the technical assistance services over a further period of four years, purchase and renewal of equipment, and the financing of foreign operating costs of the mechanical units engaged in betterment works.

Education. A first education project was field appraised in March 1973. The purpose of the project is to assist the Government in reducing the cost of education in general, improving the qualifications and performance of primary and secondary level teaching staff, initiating programs responding to the needs of the rural sector, particularly with respect to the introduction of irrigated crops, and training of middle level manpower in various fields of the economy. As a result, the following components were identified by the appraisal mission:

i) a sample study of the possibility to introduce secular instruction in traditional coranic teaching;

ii) the establishment of an experimental training center to be established in the M'Pourié area to train farmers in the field of irrigated cultivation techniques and provide for the various training needs of the community in the fields of alphabetization, youth orientation, gardening, nutrition and hygiene;

iii) the development of educational radio for upgrading teacher performance and provide timely technical information to the farmers;

iv) the construction and equipment of a training and upgrading center for civil servants and industrial workers.

Irrigation. The UNDP-financed feasibility report on the Gorgol irrigation project was completed in March 1973. Based on the consultants' proposal, the project would include the construction of the Foum-el-Gleita and El-Bir dams and that of a dike along the Senegal River. Ultimately, these works would permit the irrigation of 12,500 ha for rice, sugar cane and diversified crops production, for a total cost of about US$17 million. Given the size of the project, construction would take place in stages. Several alternatives are being studied in this respect. Remaining issues include the high cost of the project, difficult communications, land tenure problems, lack of Mauritanian professional staff and extension workers. The advanced status of studies and valuable information gained from similar projects in the Senegal Valley are considered as sufficient justification for preappraisal or appraisal of this project by the Bank in early 1974. The construction of a pilot project of 700 ha financed by FED could begin in early 1974.

Nouadhibou Port Extension. This project would include the extension of the fishing and commercial wharfs, and the construction of repair and fishermen facilities on shore. A number of issues remain to be solved particularly with respect to the high cost of breakwater construction, fish supplies to the Nouadhibou factories, and personnel training. The timing of the project will be determined after review of the feasibility report.

The Status of Bank Group Operations in Niger

A. Statement of IDA Credits

Year	Borrower	Purpose	Amount IDA	(US$ millions) Undisbursed /a
1964	Republic of Niger	Roads	1.5	0
1968	Republic of Niger	Highway Maintenance	6.1	0.6
1970	Republic of Niger	Agricultural Credit	0.6	0.4
1971	Republic of Niger	Highway Construction	5.7	2.9
Total			13.9	
of which has been paid			0.0	
Total now outstanding			13.9	
Total now held by IDA/b			13.9	
Total undisbursed				3.9

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a/ As of March 31, 1973
b/ Prior to exchange adjustment

B. Projects in Execution

The 1970 Agricultural Credit Project is designed to raise agricultural productivily in the southern parts of the country. The IDA credit is assisting in the financing of credit extended by Niger's agricultural credit bank (CNCA) to farmers for the purchase of seasonal inputs, of draft animals and animal drawn farm implements, and to rural cooperatives for the purchase of scales; an expansion of extension serives; and technical assistance to CNCA.

The 1971 Highway Construction Credit is the third such credit extended to Niger in the highway sector. The first credit helped finance the construction of 30 km of another road. The second credit involved a road maintenance project providing for the elimination of the backlog of deferred maintenance, the improvement of maintenance operations, the training of local personnel, the purchase of maintenance and shop equipment, and the extension of workshops and stores. The thrid credit is helping finance the construction and improvement of one road in the Western part of the country (Niamey-Tillabery) and improvement of two roads in its central part (Magaria-Tinkim-Nigerian border and Dan Tyao-Tinkim). In addition, the credit is financing the purchase of laboratory and traffic-counting equipment and the services of consultants to supervise construction and to train laboratory inspectors and technicians.

C. Projects in Advanced Stage of Consideration

Niamey Airport. Designed to enable larger aircraft to operate from the airport and provide a more economical mode of transport for selected agricultural exports. The project will include the strengthening and lengthening of the runway and installation of airport lighting.

Highways. Project to include the construction, rehabilitation and maintenance of secondary roads, primarily in rural areas. In addition, the project will include upgrading roads linking Niger to the Nigerian border in order to facilitate the export of livestock.

Rural Development. Integrated development of the Maradi area, including extension services and provision of farm inputs.

THE STATUS OF BANK GROUP OPERATIONS IN SENEGAL

A. Statement of Bank Loans and IDA Credits

Year	Borrower	Purpose	Amount, less cancellation /a (US$ million)		
			Bank	IDA	Undisbursed
1966	Senegal	Railway		9.0	1.0
1967	Port of Dakar	Port	4.0		0.4
1969	Senegal	Agricultural credit /b		6.0	1.2
1970	Senegal	Highways		2.1	0.1
1971	Senegal	Rice Development		3.7	3.4
1971	Senegal	Technical and Agricultural Education		2.0	1.9
1971	Senegal	Settlement scheme		1.3	1.2
1972	Senegal	Railway		3.2	3.2
1972	Senegal	Railway	6.4		6.4
1972	Senegal	Housing Site & Services		8.0	8.0
1973	OPTS	Telecommunication	6.3		6.3
1973	Senegal	Airport	3.0		3.0
1973	Senegal	River Polders		4.5	4.5
1973	Senegal	Highway Maintenance		8.0	8.0
1973	Senegal	Agricultural Credit		8.2	8.2
Total			19.7	56.0	56.8
of which has been repaid			0.8	-	-
Total now outstanding			18.9	56.0	
Amount sold		0.4			
of which has been repaid		0.4			
Amount now held by Bank and IDA /c			18.9	56.0	
Total Undisbursed			16.1	40.7	56.8

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a/ As of March 31, 1973

b/ A loan of US$3.5 million for agricultural credit (584-SE) made in 1969 was cancelled on March 25, 1971.

c/ Prior to exchange adjustment.

B Statement of IFC Investments

Year	Borrower	Purpose	Amount (US$ million) /a Loan	Equity Investment	Total
1967	Societe Industrielle d'Engrais au Senegal	Fertilizer Plant	2.45	1.01	3.46
1972	Bud Senegal	Vegetable	-	0.05	0.05
Total Commitments now held by IFC			2.45	1.06	3.51
Total Undisbursed			-	-	-

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a/ As of March 31, 1973

C. Projects in Execution

The 1969 First Agricultural Credit Project is helping to finance a program to increase the production of groundnuts and millet. About one million people, about a quarter of the population, are expected to be affected by the program which includes credit provided through the Banque Nationale de Développement du Sénégal (BNDS) for the purchase of simple animal drawn farm implements, for draft animals and for fertilizer. In addition the project includes funds for consultants to assist and train the management of the cooperatives' supply and marketing institutions. Part of the fertilizer will be produced by a factory which is partially financed by IFC.

The 1970 Highway Project involves construction of feeder roads, purchase of highway maintenance equipment, and a study of road improvement and maintenance.

The 1971 Rice Development Project is designed to increase production of rice, groundnuts and foodcrops in the Casamance region. The project includes improvement of about 5,000 acres of existing swamp rice land through provision of water control works and the cultivation of 23,500 acres of rainfed rice to be grown in rotation with groundnuts and food crops on land cultivated by about 5,000 farm families. In addition, the project includes construction of irrigation and drainage works for existing swamp rice land, construction of 24 rice mills and storage facilities, clearing of land, improvement of project area roads, and provision of credit by the BNDS to project cooperatives.

The 1971 Technical and Agricultural Education Project comprises the rehabilitation of existing training facilities for skilled manpower for industry, agriculture and fishing, and for the expansion of technical training facilities for middle-level staff; buildings and equipment for a post-secondary technological institute, equipment and rehabilitation of two technical schools, one agricultural school at the secondary level, and equipment for a reorganized merchant marine school.

The 1971 Terres Neuves Settlement Project is mainly a pilot scheme to test the most effective methods of facilitating settlement in the southeast. The project involves construction of feeder roads, warehouses, and wells, resettlement of 300 families and provision of extension services; it also includes detailed studies on the human and technical problems of large-scale migration, which will pave the way for a much larger follow-up project (Terres Neuves II to be appraised in 1974).

The 1972 Railway Project involves the continuation of the track renewal program, rehabilitation of workshops, improvement of rolling stock, and the purchase of locomotives, technical services, training, and transport coordination.

The 1972 Housing Site and Services Project involves the preparation of sites on which purchasers would build their own dwellings; the provision of social services for the purchasers; and technical assistance for housing construction, community development and the establishment of cooperative institutions to help carry out the project and promote community development.

The 1973 Telecommunications Project is designed to rehabilitate the Dakar network and expand and modernize telecommunications in the northern provinces.

The 1973 Airport Project involves extension of the airport runway.

The 1973 River Polders Project includes the expansion of areas under irrigated rice, cultivation with modern techniques and development of a new approach for the cropping of rice and vegetables under irrigation; construction of a new irrigation system at Dagana permitting year round cultivation; construction, equipping, and staffing a training center for land development agents and farmers and expansion of machinery pools; and a agricultural research program.

The 1973 Highway Maintenance Project includes the rehabilitation of 68 miles of paved roads, financing of feasibility studies of about 120 miles of road, and financing of consultant services for supervision and construction and pre-investment studies.

The 1973 Agricultural Credit Project is designed to support and complete the institutional improvements carried out under the 1969 Agricultural Credit. The project will finance 75 percent of the subloans made by the Banque Nationale de Développement du Sénégal (BNDS) for the purchase of animal-drawn implements for three years. It also includes studies aimed at developing a more rational fertilizer policy, improved seed storage, and distribution programs, as well as a regional development program (in the Sine Saloum).

D. Projects in Advanced Stage of Consideration

Ship Repair Engineering. Project would involve ship repair studies; detailed engineering and comprehensive feasibility study for construction of a dry-dock facility at Dakar for repair of ships up to 500,000 tons.

Port Project. A mission is currently in Senegal reviewing the prospects for a second port project, which might consist of improvements to the fishing facilities at Dakar port.

Education. This project would involve science blocks for lower secondary school; replacement of lower secondary schools; "enseignement moyen pratique rural"; fisheries training center; tourism training centers; technical assistance, training and preparation of a third education project.

The Status of Bank Group Operations in Upper Volta

A. Statement of IDA Credits

Year	Borrower	Purpose	Amount IDA	(US$ millions) Undisbursed /a
1969	Republic of Upper Volta	Telecommunications	0.8	0.2
1971	Republic of Upper Volta	West Volta Cotton	6.2	4.6
1972	Republic of Upper Volta	Roads	2.8	2.8
1972	Republic of Upper Volta	Rural Development Fund	2.2	2.2
1973	Republic of Upper Volta	Education	2.9	2.9
1973	Republic of Upper Volta	Telecommunications	4.5	4.5
Total			19.4	
of which has been repaid			0.0	
Total now outstanding			19.4	
Total now held by IDA /b			19.4	
Total undisbursed				18.2

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a/ As of March 31, 1973.
b/ Prior to exchange adjustment.

B. Projects in Execution

The 1969 Telecommunications Project is helping to finance rehabilitation and expansion works for local distribution networks in Ouagadougou and Bobo-Dioulasso, the reconditioning of obsolete iron-wire lines in the provinces and the provision of carrier equipment on trunk lines.

The 1971 West Volta Cotton Project consists of both expansion of the area under cotton cultivation on some 46,000 farms and improvement of fields through credit and extension services, and provision of better communications and processing facilities. The project also includes funds for training of staff and detailed engineering of secondary roads.

The 1972 Road Project comprises the reconstruction of the Solenzo-Koundougou (70 km.) and the Hounde-Bereba (27 km.) roads, and feasibility studies for about 400 km. of primary roads and engineering of those sections found to have the highest priority.

The 1972 Rural Development Fund Project is designed to alleviate constraints to development in rural areas, increase agricultural production, and assist rural activities in most parts of the country where the Government can provide supporting services. Between 300,000 and 450,000 people would benefit from the project. The Rural Development Fund (RDF) Division has been established within the Banque Nationale de Développement to execute the project. Main components of this program will be wells and village warehouses.

The 1973 Education Project consists of the construction and equipping of science laboratories in a total of 21 secondary schools; the reconstruction and equipping of 40 and equipping of 80 rural education centers (CER); the organization, equipping and servicing of 150 post-school cooperative groups (GPS) and related supporting facilities as a pilot scheme; the creation of 3 rural development training centers (CFR); and about 18 man-years of related technical assistance. In addition, a feasibility report is being prepared to study ways to create a practical system to train managers for rural development projects.

The 1973 Telecommunications Project is designed to help finance a major part of Upper Volta's 1974-1977 telecommunications development program. The project consists mainly of improvement and expansion of local telephone lines and switching facilities, provision of microwave links for national and international communications, training of personnel and consultants' services. The project is particularly designed to improve telecommunications services between the rural areas and the principal regional centers.

C. Projects in Advanced Stage of Consideration

Livestock Development. Project is designed to aid livestock development in the southwest and to include feedlots, transportation, marketing and slaughtering facilities.

Agriculture Development. Extension of cotton production and development of rice and cereal crops. Project to include wells, feeder roads, veterinary services, training centers, and expansion of agricultural credit services.

STATEMENT BY THE REPRESENTATIVE OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION

ICAO is willing to contribute towards a solution of the drought-induced problems confronting the countries in the Sudano-Sahelian zone, but it is mainly a regulatory agency and has no operational capability. The ICAO, however, has initiated formal international action to facilitate the transit of aircraft engaged in relief operations. ICAO would also be pleased to participate in any appropriate fashion in any UNDP projects directed to relief in the zone.

INTERNATIONAL TELECOMMUNICATION
UNION

25 June 1973

MEETING OF 28 AND 29 JUNE 1973 AT THE PALAIS DES NATIONS, GENEVA

Subject : Medium and long-term requirements of the Sudano-Sahelian region in connection with the fight against the consequences of the drought.

Reference: Follow-up to ECOSOC Resolution No 1759

I. Introduction

The essential characteristics of the techniques for which the I.T.U. is responsible, in general and especially as regards its technical assistance projects, mean that our Agency has no direct action in the field of the present and future fight against the consequences of the drought in Sudano-Sahelian countries.

However, the availability of means of transmitting information (telephone circuits, telegraph circuits) could represent an important if not indispensable factor for the success of the steps envisaged and action to undertake in other fields of activity.

II. Immediate steps

After an exchange of information by telephone with Mr. Nehemiah in Rome regarding the immediate requirements for circuits on the spot, the Director of the Office of Posts and Telecommunications in Upper Volta has given us the following assurances :

If necessary the operational office at Ouagadougou directed by Mr. Moïse Mensah could rent circuits to the capitals of the six countries concerned (through the Agency "France-Cable Radio" in Ouagadougou).

Furthermore, with the opening of this operational office a special telex line with error-correcting equipment could be installed which would permit circuits on request with the different African and European capitals (subject to the usual payments which would be made by an ordinary subscriber).

III. Current I.T.U. Technical Assistance projects in the region

III.1 Pan-African Telecommunication Network - Pre-investment Studies

The object of this project was to assist all African countries to establish their immediate and long-term forecasts of telephone and telegraphic traffic and to determine requirements for international circuits so as to create an independent international telecommunication network on a continental scale.

Such a study must always be carried out as a function of technical and economical restraints.

The study of this international network, which is shown on the attached map, required a review of existing means with a view to their integration and the determination of new transmission methods (overhead lines, cables, radio-relays, radio-circuits) and switching (national and international transit centres).

This study, which was started in 1968 has been completed in 1973. Five consulting companies, each with its area of interest, directed by I.T.U. completed this work.

The final reports which should all be available in September will constitute a complete documentation on the economic and technical aspects of the circuits planned and of the international switching centres.

The following phase, still within the framework of this project, will be the drafting, at the request of the countries concerned, of specifications with a view to calling for offers for the provision of the material and the installation of the circuits foreseen.

The follow-up to this project, which is at present being drawn up, would include :

- assistance for the evaluation of the bids by manufacturers ;
- technical assistance during the periods of installation and putting into operation of the different equipments (in accordance with the availability of financial resources).

For each of the countries of the Sudano-Sahelian region, the most important work to be carried out is the following :

Upper Volta

Circuit Ouagadougou/Fada-Ngourma/Niamey (Niger) with a spur from Fada-Ngourma towards Togo by Dapango/Lama-Kara.

Circuit Bobo-Dioulasso towards Mali (Sikasso).

Ouagadougou international switching Centre.

Mali

Circuit Bamako/Sikasso and towards Bobo-Dioulasso (Upper-Volta)

Circuit Bamako/Kita/Kayes with prolongation towards Kidira (Senegal).

Circuit Bamako/Siguiri (Guinea).

Bamako international switching Centre.

Mauritania

Nouakchott international switching Centre.

Niger

Circuit Niamey/Fada-Ngourma (Upper-Volta).

Circuit Niamey/Dosso/Gaya with prolongation to Kandi (Dahomey).

Niamey international switching Centre.

Senegal

Circuit Kaolack/Banjul (Gambia).

Circuit Kaolack/Tambacounda/Kidira with prolongation to Kayes (Mali).

Circuit Tambacounda/Koundara (Guinea).

Chad

Circuit Fort-Lamy/Bongor/Moundou/Goré with prolongation to the Central African Republic (Paoua).

Fort Lamy international switching Centre.

These existing installations and certain additional ones at the national level of each country, especially :

- the circuit Bamako-Ségou-Mopti to Mali which should be constructed with the assistance of a loan from the IBRD ;
- circuits Rosso-Nouakchott-Akjoujt-Choum-F'Derick and Choum-Nouadhibou to Mauritania which are being constructed through a loan from the Federal Republic of Germany,

will constitute with existing circuits, the backbone of a high quality international network for exchange of traffic between the six countries of the Sudano-Sahelian region and for exchanges with other neighbouring countries.

III.2 Multinational school, Rufisque (Senegal)

The serious lack of technicians to operate and maintain the present telecommunication network and the requirement for a considerable staff to service new installations have led to the formulation of a regional project for professional training (RAF/71/170 - Multinational Telecommunication School, Rufisque).

The duration of this $1,400,000 project is foreseen from 1971 to 1976. Five experts are in service. Teaching at present is at the level of average techniciens (contrôleurs). All countries of the Sudano-Sahelian region, except Chad, are associated with the project as are Guinea, Ivory Coast, Dahomey and Togo.

Opened at the end of 1971, the School will complete in July, its second cycle of teaching.

In all, 157 "contrôleurs" in six different fields will have received instruction, 88 of which are from five countries of the Sudano-Sahelian region.

IV. Future projects in the field of the fight against the consequences of the drought

It must again be pointed out that the specialized nature of our agency means that our projects cannot themselves have a direct influence in this fight and that, *a priori*, we cannot make any proposals.

Nevertheless, we can offer our services in order to study and carry out any necessary assistance in the field of special telecommunication networks which are indispensable in order to carry out projects of other agencies. However, since the I.T.U. has no direct technical assistance budget, the financing of our participation must be within the framework of these projects.

IAEA STATEMENT

Mr. Chairman,

On behalf of the Director-General of the International Atomic Energy Agency, Dr. Sigvard Eklund, I wish to express at this meeting his feelings deeply sympathetic to the afflicted countries of the Sahelian zone. He regrets that the IAEA's contribution can only be limited in view of its specialized character.

However, several activities in the IAEA programme may be relevant to some of the dramatic problems discussed here. As examples I wish to cite the research and development programmes of the Joint FAO/IAEA Division on preservation of grain by irradiation, on new plant varieties resisting certain adverse conditions and on the improvement of water use efficiency in agriculture.

I wish also to draw special attention to the use of nuclear techniques in the study of water resources. In particular, techniques based upon naturally occurring variations of stable or radioactive isotopes can often provide information not obtainable by classical methods and, where applicable, can cost significantly less. These techniques prove very useful in ground water studies, e.g. in respect of the origin of the waters and their recharge conditions. Those techniques are operational. The IAEA has for several years provided services as sub-contractor to FAO, UNESCO, UN and WHO in a number of large scale UNDP projects. I might also mention that the IAEA recently presented a proposal in that field to the UNEP.

In conclusion, the IAEA stands ready to assist in any way possible within its competence, in particular through the Joint FAO/IAEA Division on agricultural matters and possibly by providing assistance to other organizations in the development of water supplies.

Thank you, Mr. Chairman

ANNEX III

ANNEXE III

STATEMENTS BY REPRESENTATIVES OF GOVERNMENTS

DECLARATIONS DE REPRESENTANTS DE GOUVERNEMENTS

STATEMENT BY THE REPRESENTATIVE OF
CANADA
Ambassador W.H. Barton

INTERVENTION ON
SAHELIAN RELIEF MEASURES

Mr. Chairman,

My government is very conscious of the serious plight facing the six Sahelian nations. The gravity of the situation cannot be under-estimated. At this very moment at least 7,000,000 human beings are confronting overwhelming odds in their dire struggle to survive. Not only have they helplessly watched their range and pasture lands become depleted and much of their livestock deceminated, but even more tragic is that these same people are increasingly falling victim to disease, famine and even death. As well, Mr. Chairman, the almost total void of precipitation during the past five years is now contributing to grief and at times chaos in urban areas.

Clearly there are two aspects to be considered in relation to this most serious situation. First of all there is the question of immediate assistance; and secondly there is of course the question of longer term measures which at most might prevent future recurrances and at least must reduce them to manageable proportions.

I would like now to deal with the more immediate situation. This too can be viewed from two angles; action taken by the countries concerned and action taken by the international community both individually and jointly.

Mr. Chairman, our sources indicate that the governments of this region are already working as diligently and effectively as the circumstances permit. We know for example, that a number of governments have already begun a resettlement program to more fertile areas and that retraining and rehabilitation programs are being envisaged. Nevertheless, these governments with their scarce resources are beset with problems of a much more urgent nature. Consequently, they are in vital need of international support not only to overcome their immediate plight but, as well, to aid them in preparing for a more promising future.

The Canadian Government is extremely concerned about the welfare of these people. We have carefully considered how our government can best assist the Sahelian countries both bilaterally and multilaterally. In so doing, we have worked closely with FAO and our missions abroad.

Mr. Chairman, my government recently announced that it is providing the six drought stricken nations with an amount of $6.8 million in the form of food aid and transportation, which is twice the amount originally budgetted. This aid is being provided in accordance with the program of operation established by FAO. Furthermore, the Canadian Government, again in concert with FAO, has agreed to assist in alleviating some of the anticipated harbour congestion. This we will do by providing three Hercules airplanes for a period of three to four weeks to be used for transporting food-stuff and other commodities from African ports of entry to inland centres. The value of this service, approximately 1.5 million, will be credited by FAO as the Canadian contribution towards the Sahelian Joint Fund. Thus bringing the total Canadian contribution thus far to over $8 million.

Of particular significance to this meeting are the medium and long term measures that must be taken in the Sahelian region.

So far as Canada is concerned we attach the greatest importance to effective action and it is our intention to give all possible assistance and make a significant contribution. In order that we may play our part in this longer term approach, a team of senior Canadian aid officials, headed by the President of C.I.D.A., Mr. Gerin-Lajoie, is scheduled to visit this area in early July. At that time they will assess the situation with the expectation that their visit will better prepare them to cooperate in a program for the entire region.

The longer term situation clearly will necessitate a coordinated international approach. Some of the substantive possibilities have just recently been debated in the first session of the Governing Council of the UN environment program. These included efforts to arrest the spread of deserts, to control the loss of productive soil and the overall management of eco-systems, particularly arid lands and tropical forests. We are pleased to note the priority assigned to these issues and the fact that already $1 million has been earmarked for programs in land, water and desertification. We feel that UNEP will have an important role to play in developing and coordinating corrective measures in these areas in the future and would hope that their accomplishments would have a direct impact on the problems facing the six Sahelian nations. The question of funding such projects is a matter for the various specialized agencies of the

UN system and the coordinating bodies such as UNDP, UNEP and so on, in addition to bilateral assistance. The third important factor is of course that of overall coordination.

Mr. Chairman, these are the areas that must be borne in mind in any effort to consider procedures and long term measures for the South Sahara region. Certainly these meetings are a healthy start to examining the matter in more specific terms and I look forward to hearing the views of other government representatives as well as those of the heads of agencies and the representative of the Secretary General.

AT/ag

Mission Permanente de la France
auprès des Nations Unies
4 East 79th Street
New York, N.Y. 10021

New York le Ier Août 1973

N° 406 /NU

La Mission Permanente de la France auprès des Nations Unies présente ses compliments au Secrétariat de l'Organisation, et a l'honneur de lui adresser ci-joint , pour son information, deux notes relatives à l'aide française aux pays du SAHEL.

La Mission Permanente de la France saisit cette occasion pour renouveler au Secrétariat les assurances de sa haute considération./.

Secrétariat de l'Organisation
des Nations Unies
Bureau 3862 C

NEW YORK, N. Y IOOI7

L'AIDE FRANCAISE AUX PAYS DU SAHEL

Au mois de mars dernier, la Haute-Volta, le Mali, la Mauritanie, le Tchad, le Niger at le Sénégal ont déclaré le Sahel zone sinistrée.

La sécheresse qui affecte ces six Etats depuis plusieurs années a pris en effet depuis le début de 1973 un tour alarmant par suite d'un déficit pluviométrique important au cours de l'hivernage 1972 et d'une mauvaise répartition des précipitations.

Devant la gravité de cette situation qui affecte près de 6 millions de personnes, de nombreux Etats et organismes internationaux ont décidé de venir en aide à ces pays. Dans le vaste mouvement de solidarité internationale qui s'est manifesté au cours des derniers mois, la France a apporté une importante contribution.

I. L'AIDE D'URGENCE

Le déficit vivrier total pour la zone sahélienne a été estimé à environ 700.000 tonnes de céréales.

Pour combler ce déficit, de nombreuses aides alimentaires ont déjà été accordées, que ce soit par la Communauté Internationale (C.E.E. et Fonds Européen de Développement, Programme Alimentaire Mondial, Organisation pour l'alimentation et l'agriculture), ou directement par les Etats à titre bilatéral.

La France, pour sa part, est intervenu à la fois directement à la demande des Etats, et conjointement avec ses partenaires, par l'intermédiaire du F.E.D., de la C.E.E. ou du Programme des Nations Unies pour le Développement.

(a) Sur le plan bilatéral

Le Gouvernement Français a offert à ces Etats une aide alimentaire, dès le mois d'octobre 1972, aussitôt que furent connues les conséquences du déficit pluviométrique et l'insuffisance des récoltes.

Cette aide en céréales, d'un montant de 35.000 tonnes, a été accordée au fur et à mesure de la réponse des Etats et en fonction de leurs besoins.

- 10.000 tonnes de sorgho et de farine au Mali
- 8.000 tonnes de maïs et de blé au Sénégal
- 5.000 tonnes de blé à la Haute-Volta
- 5.000 tonnes de blé au Tchad
- 4.000 tonnes de sorgho et de blé à la Mauritanie
- 3.000 tonnes de blé au Niger

Les expéditions de ces grains ont été fractionnées et étalées le plus possible, d'une part pour éviter l'engorgement des ports et des communications terrestres, d'autre part pour répondre au souhait des

Etats de s'assurer un approvisionnement constant, cela en étroite coordination avec les Etats et avec les autres aides.

Les frais de transport de ces céréales jusqu'aux capitales des Etats ont été payés par le Gouvernement Français.

Ces aides représentent un total de 41 millions de francs, dont 13 millions pour les seuls frais de transport.

. au SENEGAL	10 camions de la base française pendant 1 mois à compter du 15 juin et 2 avions à utiliser à la demande des autorités sénégalaises.
. en MAURITANIE	2 avions à compter du 9 juillet pendant 1 mois.

Les dépenses afférentes aux opérations de transport s'élèvent à ce jour à 7 millions de francs.

(b) Sur le plan multilatéral

La France a apporté également une contribution importante par l'intermédiaire de la Communauté Economique Européenne. Outre sa participation aux fournitures communautaires de céréales (49.500 tonnes), et de lait en poudre, la contribution française au programme exceptionnel mis sur pied par le Fonds Européen de Développement représente 3,5 millions de francs sur un total de 10,6 millions. Ce programme exceptionnel comporte des actions diverses dont une partie vise à réparer pour l'avenir les conséquences de la sécheresse : aide aux semis futurs, amélioration de l'hydraulique agricole, distribution de semences, renforcement de la protection sanitaire. La France a participé également, par sa contribution à cet Organisme, aux opérations lancées par le "Programme des Nations Unies pour le Développement".

On peut dire à l'heure actuelle que les efforts de la Communauté Internationale ont permis d'éviter le pire. Le total des aides livrées ou promises des pays industrialisés atteint plus de 600.000 tonnes, ce qui devrait permettre, avec les achats effectués par les Etats Sahéliens, de couvrir les besoins alimentaires immédiats. Toutefois, l'acheminement des céréales pose encore un problème aigu sur lequel les responsables africains viennent d'attirer l'attention de la Communauté Internationale. En outre, les besoins en semences des six Etats ne sont pas couverts en totalité par les aides internationales, ce qui risque de provoquer un nouveau déficit vivrier en 1974.

Le Gouvernement Français pour sa part est prêt à faire un nouvel effort à la demande des Etats concernés. D'ores et déjà il est prévu que 35.000 tonnes de céréales seront envoyées gratuitement dans ces pays avant la fin de l'année. En outre, des moyens supplémentaires de transport sont à l'étude.

II. L'AIDE A LONG TERME

L'aide d'urgence aux pays du Sahel pour nécessaire et efficace qu'elle ait été, ne règle cependant pas tous les problèmes. Il convient maintenant de faire en sorte que les populations de ces régions retrouvent une activité normale et ses moyens de vivre. Enfin, à plus long terme, il conviendra d'étudier les moyens d'éviter le retour de telles catastrophes, peut-être par une transformation assez profonde des économies de ces régions.

De tels objectifs supposent que la solidarité internationale, tant inter-africaine, qu'entre pays industriels et pays africains, continue à s'exprimer par une aide à moyen et long terme. Aucun Etat développé ne dispose seul des moyens techniques ou financiers nécessaires à la réalisation de l'ensemble des travaux d'équipements indispensables pour rendre moins hostile à ses habitants un milieu naturel très difficile : tant pour la définition des priorités, que ce soit en matière d'irrigation, barrages ou puits, ou d'élevage - que pour les modalités de financement, une coordination au niveau international s'impose.

Le Gouvernement Français pour ce qui le concerne a fait savoir, dans un communiqué publié le 5 juin dernier, qu'il était prêt à participer aux études et à la mise en oeuvre d'une amélioration profonde des structures agronomiques de ces pays, si une demande de concours lui était présentée dans ce domaine par les Gouvernements des six Etats Sahéliens. Ces études seraient évidemment faites en liaison avec les autres aides internationales, et notamment celle de la Communauté Economique Européenne.

Le Secrétariat d'Etat aux Affaires Etrangères procède d'ores et déjà, avec le concours de l'ORSTOM et des Instituts agronomiques spécialisés, à l'élaboration d'une brochure sur les études déjà entreprises sur ce sujet, et sur les programmes qui pourraient être retenus pour améliorer les conditions agronomiques et pastorales de la région.

Devant le Conseil des Ministres le 18 mai 1973, Monsieur Georges POMPIDOU, Président de la République, déclarait "la France manifestera dans l'aide aux pays sahéliens une position dynamique - les pays en voie de développement, quand ils ont besoin de nous, peuvent compter sur notre aide. La présence française sera manifeste et exemplaire".

REPUBLIQUE FRANCAISE

SECRETARIAT D'ETAT AUX AFFAIRES ETRANGERES

CABINET

Paris, le 3 juillet 1973

20, Rue Monsieur VII

COORDINATION DES AIDES FRANCAISES PUBLIQUES ET PRIVEES AUX PAYS DU SAHEL

Dans un but d'information réciproque, et afin de coordonner dans toute la mesure du possible les efforts qui sont faits actuellement en France, tant par les Pouvoirs Publics que par les Organisations privées, le Secrétariat d'Etat aux Affaires Etrangères a organisé les 7 et 21 juin des réunions groupant les responsables des principales organisations charitables ou autres, ayant manifesté leur intention de participer à la lutte contre la sécheresse.

Etaient représentés à ces réunions :

- CROIX-ROUGE FRANCAISE
- COMITE CONTRE LA FAIM ET POUR LE DEVELOPPEMENT
- CIMADE
- FRERES DES HOMMES
- FEDERATION MONDIALE DES VILLES JUMELEES
- COMITE FRANCAIS CONTRE LA FAIM
- SECOURS CATHOLIQUE FRANCE
- FEDERATION NATIONALE DES COOPERATIVES DE CONSOMMATION
- LA FONDATION DE FRANCE
- L'ORDRE SOUVERAIN DE MALTE
- CONSEIL NATIONAL DU PATRONAT FRANCAIS
- LA COMPAGNIE U.T.A.

Il est apparu tout d'abord au cours de ces réunions que les organisations privées avaient apporté une importante contribution à la lutte contre la sécheresse.

Cette contribution s'est traduite par l'envoi de plusieurs milliers de tonnes de céréales, d'aliments énergétiques multivitaminés, de médicaments divers, pour les hommes et pour le bétail, de semences, de fourniture de moyens de transport et de participation à des opérations hydrauliques ou autres.

Au total, ces aides privées représentent à l'heure actuelle plus de 10 millions de francs.

Dans le cadre de la coordination des aides publiques et privées, il a été en outre décidé que le Gouvernement Français prendrait à sa charge le transport de France en Afrique de 100 tonnes de médicaments et d'aliments pour enfants, collectés par diverses organisations privées.

De même, le Ministre des Armées a accepté de charger ses appareils militaires à destination de l'Afrique des aides remises par les organismes privés.

Enfin, il a été prévu que le Secrétariat d'Etat assurerait la coordination entre les diverses aides privées, pour éviter notamment les doubles emplois, et d'une façon plus générale pour harmoniser les secours compte tenu des demandes des Etats sinistrés.

De nombreuses opérations conjointes à plusieurs organismes privés ont ainsi pu être réalisées; d'autres sont en cours.

UNITED STATES OF AMERICA

STATEMENT DELIVERED BY DONALD S. BROWN

The United States is most appreciative of the opportunity provided by the Secretary-General of the United Nations in calling this meeting to talk about the critical problems afflicting West and Central Africa.

We are all, of course, aware of the immediate dimensions of the drought in terms of hunger, devastation of livestock herds, and loss of agricultural production. The United States, along with many of the organizations represented here, is involved in the humanitarian effort of responding to the immediate needs of the affected nations and their people. We have welcomed the efforts of FAO to improve co-ordination among all the donors concerned with the emergency. However, as President Nixon indicated in his letter of June 21 to Secretary-General Waldheim, the U.S. stands prepared to commit additional resources beyond immediate emergency requirements as further needs are identified. Therefore, we deeply welcome the fact that the Secretary-General of the United Nations has convened this meeting aimed at focusing our attention on medium and long-term needs of the region. Emergency programs can help ease present human suffering, but they cannot restore the economy of the region back to its normal level, nor can they deal with what appears to be a long-term deterioration of the region's basic ecology.

The drought has dramatically emphasized the fragility of the environment of the region. This fragility demands great care in planning recovery efforts. This process can succeed only if the African Governments concerned, with such donor help as they may desire, can find mechanisms to elaborate useful programs and develop means for their proper execution. Enthusiasm for the effort exists - is important - but is not sufficient to assure the job will be well done.

This is why we particularly welcome the general concepts put forward by the Chairman on how the United Nations Secretary-General's Office might serve as a focal point in this process - to help the African Governments obtain the resources needed to design effective recovery programs, to assure reasonable co-ordination among donors who are prepared to respond to requests for recovery efforts made by the African Governments and regional institutions, and to help facilitate preparations for long-term planning. The general concepts put forward here seem to us to provide for the kind of flexible, de-institutionalized mechanisms which can support African efforts and would also fit the different interests and modes of operation found throughout the donor community.

As we begin to work together on the medium and long-term development of the region, we must recognize the magnitude of the problem and the responses that are required. The U.S. has recently sought out the views of leading scientists who have dealt with problems of this size and complexity. We have studied carefully the recommendations of the March conference of Ministers in Ouagadougou and have exchanged views with experienced persons from other countries. These interchanges lead us to believe that planning for the medium-term poses a different task than planning for long-term progress. Let me explain this more fully.

MEDIUM-TERM RECOVERY

In our view, and this seems to be shared by others who have talked here, the medium-term recovery programs should be addressed to restoring the ability of the region to produce crops and livestock as before and to resume its normal development efforts. We believe that our meeting today should have as a prime objective establishment of a mechanism which will make available to the African Governments all the necessary resources they will need in order to be able to formulate specific, actionable programs for funding by the international community. Only on the basis of a well formulated program can one be sure that resources will flow to meet urgent requirements and that these resources will be used as effectively as possible.

Thus, perhaps the role the Technical Committee in the Secretary-General's Office - suggested by the Chairman - can best play would be to help African Governments and regional institutions find means by which they can use the scientific and technical resources in the donor community not yet utilized which can be helpful to those governments in dealing with four tasks: (1) identifying major recovery needs, (2) collecting information on recovery programs now underway or being, planned for the near future, (3) assembling the best technical expertise to help African Governments in the design and implementation of recovery programs, drawing where possible upon similar experiences in other regions, and (4) providing a means for continuing exchange of information. Action along these lines needs to be taken quickly. We see the activities to be carried out through the Ouagadougou Inter-State Committee to be an appropriate focus regarding the medium-term recovery program. This structure could bring together technical experts and major donors, together with African program representatives, to develop guidance for recovery programs over the next few years. As indicated by the French delegate, we understand that the French Government is undertaking a synthesis of research that has been done on this region of Africa. This can be most helpful to experts working through the Ouagadougou Inter-State Committee. Similarly, if considered useful, the U.S. would be prepared to draw upon the services of the National Academy of Sciences for expertise to support the planning efforts envisioned. We would also be ready to undertake an analysis of relevant data from the Earth Resources Technology Satellite to be used as further background for planning purposes.

LONG-TERM FOCUS

Even as these special efforts get underway during the recovery period, one should be aware that the information now available for planning is largely limited to programs leading to relatively marginal improvements within the present economic system. As population increases in the region; as greater pressures are placed on the use of the land; and as recurrent droughts do severe damage to capital improvements, there may be need to broaden one's horizons and examine major additional alternatives for a long-term development strategy in the region, alternatives which hopefully could eventually allow an economic situation capable of withstanding the effects of climate such as those now existing. To do this, much more information is needed. To begin to examine such alternatives, we believe there is needed another line of endeavour distinct from those actions required for the medium-term recovery program which should go ahead in a programmatic fashion.

Such an endeavour would involve a comprehensive examination of the technical problems and the major alternative development possibilities. It would be a major task. It necessarily should encompass investigation of an ecological zone larger than the six states affected by the current drought. It requires a systematic analysis of physical, economic, social, and institutional factors. Such an examination might require as much as three years to complete. At that time, however, the African Governments would have obtained a detailed assessment of the nature of the problems in the region and proposals of feasible alternative development strategies, and their costs, which they could use in making their own longer-term development decisions.

We believe a first step in this process might be for all interested parties to agree on a scope of work which describes how such an examination would proceed. This could identify the methodology, the data requirements and the possible alternative lines of inquiry from physical, economic, social and cultural points of view. We think an approach to how a long-term analysis might be undertaken could be done in four to six months. If donors here convened were willing to prepare proposals for such a scope of work, and if this is of interest to the African Governments concerned, one might consider meeting in about six months to review these suggested approaches to the long-term problem. Perhaps the Secretary-General's Office could convene such a meeting as part of its efforts. On the basis of such a meeting one could then determine an appropriate form of collaboration to carry out the longer investigation required.

The U.S. would be prepared to have an American scientific institution begin preparation of such an initial analysis of the problem for future discussion. We would hope any American scientific institution so involved could work closely with other international experts in carrying out this work. We would also hope that other countries or organizations may similarly wish to prepare ideas on the scope of work for a long-term assessment which could be jointly considered. A review of different proposals along those lines could then lead to a definitive means of studying longer-term development needs.

If I may briefly summarize: We welcome the initiative taken to begin a co-ordinated effort on the medium and long-term problems of this region. We believe actions on medium-term planning need to be taken quickly so the international community can urgently and effectively put resources to work in support of African needs. This effort can be aided by drawing together technical expertise to help develop acceptable guidelines for the recovery effort and actionable programs that would flow from them. At the same time, we believe there should be set in motion an examination of the long-term alternatives and their costs, from which African Governments would have a wider range of technical options upon which they could base their long term development strategies.

Mr. Under-Secretary, we appreciate the opportunity to exchange views on these problems. We hope our discussions today will result in meaningful actions to respond to the deep, human needs in this part of Africa.

Thank you.

ANNEX IV

ANNEXE IV

OTHER DOCUMENTS

AUTRES DOCUMENTS

ASSISTANCE TO SAHELIAN POPULATIONS AFFLICTED BY HUNGER AND OTHER CALAMITIES DUE TO PROLONGED DROUGHT

Statement made on 21 June 1973 to the 388th meeting
of the UNDP Governing Council by H.E. Mr. Télésphore YAGUIBOU (Upper Volta)

Mr. President,

I am taking the floor on behalf of my delegation and of the five other countries afflicted by the catastrophe, for as you doubtless know, my country has been chosen by the others to house the headquarters of a permanent inter-State Committee in charge of co-ordination of all the actions which are being or will have to be taken against the causes and effects of drought in our sub-region.

First and foremost, my delegation would like to express warm thanks to the Administration for its sound initiative in communicating to the Council the information contained in document DP/L.289. This information, as everyone can see, is most instructive, and I feel sure it will give food for constructive thought in the context of the decisions which the Council will be called upon to take in the light of the discussion.

I wish also to express my heartfelt thanks to our friend Santa Cruz, whose eminently constructive role in proposing the addition of this important question to our agenda we greatly appreciate. My thanks go also to Mr. Doo Kingue for his comprehensive and pertinent introductory remarks.

My delegation does not of course intend to give you an exhaustive picture of the problem nor to venture into a technical or scientific assessment of the phenomenon with which we are concerned. We propose to leave the technical aspects of the problem to the technicians. Nor do we propose to explain the phenomenon of drought but, rather, to describe its consequences.

In this Council, the most we can do is to put the tragedy before you in all its magnitude and with all its apocalyptic consequences. We want you to see it with all its distressing effects on millions of human beings abandoned to their own devices, at the mercy of death, on millions of animals doomed to a similar fate, and upon the flora of a geographical area of vast dimensions. Mr. Doo Kingue spoke of these matters a moment ago.

In face of the appalling catastrophe, a certain number of questions inevitably come to mind:

- What is the geographical area affected by this drought?
- What are the human, social and economic consequences of the phenomenon?
- Are there any solutions and, if so, what are they?

These are the questions we shall try to answer on the basis of information sometimes incomplete, available to us from a variety of sources today. I say the information is incomplete because the persistence of the phenomenon has surprised everyone alike - the climatologists, the specialized bodies, the Governments concerned, and the populations who are its victims. After three consecutive seasons, what looked at first like a climatic accident has become a permanent fact of life.

At all events, the drought which has prevailed in West Africa for several years affects an area of more than 2.5 million km^2, or five times the territory of France. This zone, commonly described as the Sudano-Sahelian zone, is situated, to be precise, between the fourteenth and twentieth parallels North and between the tenth and twenty-third degrees longitude East. It includes large parts of Mauritania, Senegal, Upper Volta, Niger, Chad and Mali. By a tragic coincidence, these six countries are classified by United Nations experts among the poorest of the poor.

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The consequences of such a calamity are catastrophic, to put it mildly.

In human terms, more than 6 million souls are in danger of death and at the mercy of disease. These populations, already undernourished by reason of the appalling under-development of their countries of origin, and further weakened by the new situation, are an easy prey to the common tropical diseases we all know about. In order to escape the spectre of hunger and disease which inexorably dogs their tracks, thousands of families are on the move every month and every day. They flee from the north to the south of the zone, abandoning their land, their homes, even their cattle, in the search for less dessiccated ground. In some cases, in Upper Volta, Mali and Senegal for example, other families come to swell the urban and suburban agglomerations, confronting the government authorities with social and sanitation problems of the most acute kind.

Experts sent by the United Nations or some other international organization to the capitals of the afflicted countries may be unaware of the scope of the tragedy being played out in this part of the world. By way of illustration, let me merely cite a remark - which I will refrain from commenting upon - by an American pilot delivering cereals in one of the capitals in question: "Why, they don't seem to be starving at all - they haven't tried to take my plane by storm, as used to happen in Bangladesh!" There are certain considerations of mentality and psychological context involved here which escaped our American pilot. Let us not forget that in certain cases, and I say in certain cases only, these are people whose code of honour and dignity is such that they would rather die than behave like beggers in front of a stranger.

Be that as it may, the nightmare is there, not far from the capitals, just a few kilometres away from Bamako, Niamey or Ouagadougou. Whole families will queue for days at a time for a few grammes of sorghum or maize; Peuhl shepherds will deprive themselves of the last of their supplies of water and cow's milk to give the calves one more chance of survival. Others simply choose suicide rather than look on powerlessly while their flocks, on which their very existence depends are totally destroyed. In Upper Volta, in such cases, the infant population is devastated by measles; elsewhere, scurvy and beri-beri are claiming thousands of victims. Everywhere, around the almost dried-up wells, indescribable brawls break out over a drop of water which means just one more day of survival until the coming of the hypothetical rainy season.

In terms of livestock, the losses are beyond the bounds of imagination. Estimates speak of 4 million head of cattle. The deterioration of natural grazing land, which is difficult to quantify, will be a serious handicap for the countries concerned, since basically their economy is dependent on livestock-rearing. The situation could very well recur and be aggravated because of the disruption of the traditional movement of livestock. The animals each year move northwards for their "salt cure". Migration southwards takes place in February. This year, because of the shortage of water, it began in Upper Volta in December, and in Mali as early as October.

Plant life has also been affected for several years in succession by drought conditions occurring before the plants have flowered, making it almost entirely impossible for the pasturage to regenerate. Moreover, throughout the zone, the grass is chronically exposed to over-grazing because of the concentration of animals which can no longer move towards the northern drought area. The southward movement of the flocks brings about social tensions sometimes resulting in bloodshed between the shepherds and the farmers.

Against this backdrop, already sufficiently gloomy, we have the fact that the veterinary protection arrangements are deficient for lack of adequate means and a sufficient number of technicians. The consequence is that the herds remain stationary in the neighbourhood of the water-holes or in the humid zones and are at the mercy of trypanosomiasis. It may be further pointed out that in the face of this general "devil take the hindmost" attitude, the local authorities have not been able to take prophylactic measures to protect the cattle in the fertile regions against the diseases brought in by the animals coming from the north.

But let us get back to the figures, which speak for themselves. They were communicated to us by the permanent inter-State Committee which met at Ouagadougou from 23 to 27 March last under the chairmanship of the President of this Council. Obviously, at the present moment, these figures give only a distorted picture of the real situation; nevertheless, they are valuable as an indication for those here who are not yet fully aware of the problem.

The Ouagadougou inter-State Committee, whose composition is shown in annex II of document DP/L.289, adopted a number of resolutions; but it also gave the following forecasts of the likely losses in cattle in all the countries of the stricken zone.

In Niger	10 per cent of small ruminants 15 per cent of bovines representing a sum of 5,400 million fr. CFA.
- In Mauritania	25 per cent of small ruminants 35 per cent of bovines representing a sum of 12,000 million fr. CFA

- In Upper Volta	15 per cent of small ruminants 25 per cent of bovines or 1,425 million fr. CFA
- In Senegal	The losses, amounting to 10 to 15 per cent, had not been quantified in money terms at the time of the meeting at Ouagadougou. But it is already clear that they reach the 1,000 million fr. CFA mark. The same is true of Mali and Chad, where the losses are similar to those in Mauritania. The information concerning the latter two countries will be placed before the Council as soon as the respective Governments communicate them to the headquarters of the inter-State Committee.

It should be pointed out that at the present time, losses are more than 60 per cent, since the animal feed requested was not available in sufficient quantities. It has rarely happened that more than 20 per cent of the needs expressed by the technicians in Ouagadougou have been covered.

In the face of a catestrophe of such giant proportions, the first thing the observer wishes to know is what action has been or is to be taken to solve the problem. Such action does exist, at various levels. In the first place, the Governments of the countries concerned have reacted concretely in a number of instances. Secondly, with regard to the attitude of our various Governments, my delegation would like to put in perspective the absurd comments made by a number of embittered people who have accused us flatly of a lack of foresight in the face of the phenomenon of the gradual encroachment of the desert in the Sahelian zone and, in particular, in the face of the present disaster. We are astonished and indignant to find that these facile statements are made by the latest newcomers to technical assistance, who instead of confessing their ignorance of the real situation in Africa, set themselves up as specialists on African affairs, which they are not. These would-be specialists, who have come to our countries in the guise of technical advisers or experts, should have the intellectual humility not only to respect the decisions of the Governments to which they are seconded, but also to pay due credit to the highly humanitarian work which their forebears carried out from colonial days to the date of our independence. Friends of Africa as they were, and conscious of their mission, they lived side by side with us, sharing our agricultural, climatic, water and farming problems. With them we worked out a number of schemes:

Damming operations to store the rainwater date from my early childhood.

- "Tree festival" operations designed to reforest our lands had a significance which requires no comment.

- Legislation designed to combat forest fires did not wait until the drought came.

- The establishment of grain offices, especially OFNACER in Upper Volta, set up more than four years ago, was essentially designed to rationalize the collection and warehousing of grain against difficult times such as those we are experiencing today.

- The agreements concluded between our countries and bodies such as ORSTOM, BRGM and IRAT are the outcome of a profound desire on the part of our Governments to work out scientific development procedures suitable for our climatic conditions.

- Three years ago, the Director of Rural Development of Upper Volta sounded the alarm in Rome and invited the more prosperous countries to take note and to study the phenomenon of the encroachment of the desert in our sub-region; but his voice went unheaded.

In the face of so many concrete examples, it seems to be that those who speak of lack of foresight on the part of our Governments are intellectually sick. Our crime is to be financially and economically poverty-stricken. This is the only reality we must have the courage to face up to and consequently to react to, when all is said and done, we are to be pitied rather than blamed.

However that may be, the Council will have learnt from document DP/L.289 that the Ministers:

- of Agriculture of Upper Volta,

- of Production of Mali,

- of Rural Development of Senegal,

- of Rural Development of Mauritania,

- of Rural Economy of Niger

met at Ouagadougou from 23 to 27 March 1973 to examine the various problems facing their countries as a result of the drought now prevailing there. They set up an inter-State Committee to co-ordinate all the actions to be taken to deal with this phenomenon. As you know, the Minister of Agriculture of Upper Volta, who is now the President of this Council, acted as Chairman of that Committee. Having carried out a complete survey of the situation, the Committee adopted five resolutions. Of these, the fourth seems to us the most important in that it spells out a number of practical problems to be tackled (DP/289, appendix 1). The resolutions concern:

- Water resources;

- The development of meteorological and hydrometeorological services;

- Better utilization of lands;

- Modernization of agriculture;
- Better management of animal production;
- Protection of the environment and bridling of the encroaching desert;
- Research on the types of seeds that are adaptable to current conditions; and
- The education and training of the populations.

Pending the installation and crystallization of all these arrangements, however, our Governments must face up to imperative demands that admit of no delay. In particular, action must be taken to enable the people and the cattle to survive; the people and cattle weakened by hunger must be cared for; and seed must be found in quantities sufficient to enable the peasants to return to the fields, since the rainy season has already set in and every day that passes seriously threatens the chances of saving the crops.

It is heartening to see that all the Governments of the wealthy countries, all the international organizations and all the private organizations to which our countries appealed have reacted promptly in a burst of human solidarity. The world press, and more particularly the European press, has mobilized spontaneously to make international opinion aware of our plight. Our sincere thanks go out to the press which showed such good will.

What has emerged from this?

Mr. Boerma, the Director-General of FAO, who has estimated our requirements at $15 million, personally appointed Mr. Scheyven, a former Minister of Economic Affairs of Belgium, to deal with the problem. Mr. Scheyven visited our various countries from 7 to 20 April to observe the extent of the catastrophe on the spot and to recommend the most appropriate remedies. This tireless advocate of the countries of the Sahel also has instructions to approach all the sources of finance to raise the sums needed for action undertaken or envisaged. It should be emphasized here that these $15 million are the sum that must be found for the emergency phase. We are not in a position to submit to you precise data resulting from his activities, but we already know that the provisional balance-sheet is an encouraging one.

Within the United Nations, the Economic and Social Council, at its fifty-fourth session, adopted resolution 1759 (LIV) which "Calls upon the Secretary-General to organize as soon as possible, in collaboration with the organizations of the United Nations system, in particular the United Nations Development Programme, the International Bank for Reconstruction and Development, the International Monetary Fund and the Economic Commission for Africa, as well as the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Atomic Energy Agency, the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization, the United Nations Children's Fund, the United Nations Fund for Population Activities, the World Food Programme and the International Labour Organisation, each within the framework of its terms of reference, the necessary assistance action in order to respond to the requests of the Governments of this region with regard to their medium-term and long-term needs."

The Secretary-General wrote a letter on 4 June (DP/L.289, appendix 2) to the various agencies of the United Nations system, informing them of his decision to place Mr. Bradford Morse in charge of the co-ordination of all activities connected with the problem, and a meeting for this purpose is scheduled for 28 and 29 June at the Palais des Nations, Geneva. The purpose of the meeting will be to enable the parties represented at it to "undertake the preparation of a co-ordinated and comprehensive programme designed to respond to the mandate of the Economic and Social Council", as given to the Secretary-General, and to meet the needs of the Governments of the affected countries.

As regards international relief, special mention should be made here of the prompt and massive reaction of the European Development Fund, which in March 1973 decided to give assistance amounting to almost 5,300 million CFA francs. Side by side with this, food aid in the form of 32,000 tons of cereals was granted together with 12,500 tons under the 1971-1972 Community programme.

The aid given by the Fund is in particular designed to ensure:

- Arrangements for the carriage and distribution of the food aid;
- The supply of agricultural by-products for cattle;
- Health protection for the herds;
- As an exceptional measure, payment of the cattle charges, which have been suspended by our Governments;
- The supply of seeds, and
- Urgent work on the existing wells so as to save the cattle.

This burst of human solidarity, followed by a number of practical and effective measures, has been greatly appreciated by our peoples and Governments. My delegation would like, on their behalf, to express our profound gratitude to the authorities of the European Community.

A poet has said that:

> "Like to the swallows are our friends
> Brought by the summer kind
> That fly away when summer ends
> Before the stormy wind."

I do not think that such can be said of our European friends, who have stayed by our side in fair weather and in foul. The same is true of our transatlantic friends who, despite the distance, responded promptly to the call of human solidarity, a sentiment without frontiers and without ideology, in short, without ulterior motives of any kind.. Thus the United States of America has just increased its contribution to the Sahelian Zone Trust Fund by $300,000, a sum intended for the transport of grain seeds and other products for cattle feed. The total aid to the six countries amounts to more than $20 million. This is a considerable effort, and our countries greatly appreciate it; but while expressing the gratitude of our respective Governments, we urgently appeal to the United States to double this effort, as it has done in other parts of the world in similar circumstances.

Canada has always had excellent relations with our peoples and for many years has shared our everyday problems; and it has demonstrated to us once again that the impulses of the heart transcend geographical frontiers and political affiliations. To help us to save what can be saved, Canada has mobilized all the resources at its disposal: scores of tons of wheat for the hungry; cash for the purchase of animal feed and vaccines for the sick; means of transport to carry the foodstuffs to the consumer, and so forth. At the present stage of the relief operations, we are not in a position to quantify the volume of Canadian aid, but we are optimistic about its effectiveness. We should make it clear that the water problem, the chief concern of our countries, has not been forgotten by the Canadian Government. The Canadian International Development Agency, which financed the aerial geophysical survey in Upper Volta (350 million fr. CFA), has agreed to finance a second stage to include a ground-water prospecting project. If such a project should prove successful, our basic difficulties would be solved.

While on the subject of the assistance given by the various countries, my delegation would like to pay a special tribute to the Federal Republic of Germany, France, Belgium, the Netherlands, Norway, Denmark, Sweden - in fact to all the countries I have not been able to mention here which have given us their assistance ungrudgingly. Some African countries, despite their underdeveloped state - Zaïre, Algeria, Ivory Coast and Ghana - have followed the dictates of their hearts and helped us to the best of their ability. My delegation believes that this is the way in which African solidarity and co-operation should express themselves. Those countries have given the concept of human solidarity its full meaning.

Permit me here, however, to make a passing comment that my delegation considers to be pertinent, namely that the assistance given by organizations and donor countries should not be curative in intent but preventive. As the Chinese proverb says: "If you find a hungry man on the river bank, do not just give him a fish, give him a net." This image illustrates the fact that the ultimate objective is not only to bring the famine under control in the near future but to eliminate its causes, both immediate and remote. That is why we ask each and every one to lay particular stress on medium-term and long-term operations in their methods of assistance, since the goal of our Governments is one day to succeed in solving our own problems without external aid. It will be said, of course, that we live in an era of large groupings and of interdependence among States; but the ideal is surely that this law of interdependence should operate in a context of reciprocity. We are fully aware that each country has its own national problems and that it is undesirable that through the force of circumstances our countries should chronically add to the problems of their friends. The problem with us at present should be viewed in the context of this realistic appraisal. In a word, we are asking our friends to help us today in a way that will relieve us of the necessity to broadcast a new SOS in the years to come, if a similar situation should recur.

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To put the problem back in the context of our discussions, my delegation would like to draw the Council's attention in particular to the fact that the Ouagadougou inter-State Committee sketched out an emergency programme which will require more than $500 million to finance. We know that the range and the multiplicity of UNDP's operations do not allow it to mobilize such a large sum. We know that so far, according to the documents placed at our disposal, UNDP has decided to allocate $2.8 million to water problems and $500,000 for the purchase of seeds. We also note with genuine satisfaction that the UNDP/UNICEF programme is supplying high-protein foodstuffs for the supplementary feeding programmes.

Nevertheless, it must be emphasized that the requirements to be met are still enormous. Our production deficit amounts to 851,000 tons. The various sources of aid that have promised us a contribution of 401,000 tons had delivered only 175,700 tons by June. The deficit still to be covered is 450,000 tons or almost half of the over-all deficit.

Consequently we request UNDP to consider the possibility of making an additional effort to strengthen the action taken or to be taken by other financing sources, whether international, multilateral or bilateral.

18 juin 1973

Monsieur le Président,

Je prends la parole au nom de ma délégation et en celui des cinq (5) autres pays éprouvés par la catastrophe - car, comme vous le savez sans doute, mon pays a été choisi par les autres pour abriter le Siège d'un Comité permanent inter-Etats chargé de la coordination de l'ensemble des actions qui sont ou seront menées contre les causes et les effets de la sécheresse au niveau de notre sous-région.

Mais avant tout, ma délégation voudrait exprimer ses vifs remerciements à l'Administration pour l'heureuse initiative qu'elle a eue de communiquer au Conseil les informations contenues dans le document DP/L.289. Ces informations, comme chacun a pu le constater, sont riches d'enseignements, aussi, je reste profondément persuadé qu'elles constitueront matière à réflexion constructive dans le cadre des décisions que notre Conseil sera amené à prendre à la lumière de nos débats.

Il va sans dire que ma délégation n'a nullement l'intention de vous présenter un tableau exhaustif de la question, ni de s'aventurer dans des considérations techniques ou scientifiques touchant au phénomène qui nous préoccupe. Nous voulons laisser l'aspect technique du problème aux techniciens. Nous ne voulons pas non plus expliquer le phénomène de la sécheresse, mais décrire ses conséquences.

Au niveau de notre Conseil, nous voulons tout au plus vous livrer la tragédie telle qu'elle se présente, dans toute son ampleur, avec ses conséquences apocalyptiques; notre intention est enfin de vous livrer cette tragédie avec toutes ses incidences funestes sur des millions d'êtres humains livrés à eux-mêmes, à la merci de la mort, sur des millions d'animaux voués au même sort; incidences funestes aussi sur toute une flore aux dimensions géographiques impressionnantes. M. Do Kingué vous l'a dit il y a un instant.

Devant cette terrible catastrophe, un certain nombre de questions viennent inévitablement à l'esprit du commun des mortels :

- Quelle est l'ère géographique affectée par cette sécheresse ?
- Quelles sont les conséquences humaines, sociales et économiques du phénomène ?
- Y a-t-il des solutions au mal - Quelles sont-elles ?

C'est à ces questions que nous allons essayer de répondre, sur la base d'informations parfois incomplètes, de sources variées, qui se trouvent à ce jour à notre portée. Je parle d'informations incomplètes car le phénomène par sa persistance a surpris et les climatologues, et les organismes spécialisés, et les gouvernements concernés et enfin les populations qui en sont victimes. En effet, ce qui paraissait être un accident climatique est devenu un fait permanent depuis trois saisons consécutives.

Quoi qu'il en soit, la sécheresse qui sévit depuis quelques années en Afrique de l'Ouest affecte une superficie de plus de 2 500 000 kms carrés, soit une étendue égale à cinq fois le territoire français. Cette zone, communément appelée soudano-sahelienne, se situe plus précisément entre les 14ème et 20ème parallèles nord et entre les 10ème et 23ème degrés de longitude Est. Elle englobe une grande partie de la Mauritanie, du Sénégal, de la Haute-Volta, du Niger, du Tchad et enfin du Mali. Coïncidence dramatique, ces 6 pays sont classés par les experts du système des Nations Unies comme étant les plus déshérités parmi les pauvres.

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Les conséquences d'une telle calamité sont catastrophiques. C'est le moins qu'on puisse dire. En effet, sur le plan humain :

Ce sont plus de 6 millions d'âmes qui sont en danger de mort et à la merci de la maladie. Ces populations, déjà sous-alimentées du fait du sous-développement criard de leur pays d'origine, affaiblies par la nouvelle situation qui prévaut, constituent la proie facile des maladies tropicales classiques que chacun connaît. Pour échapper au spectre de la faim, de la maladie qui les traquent inexorablement, des milliers de familles se déplacent chaque mois qui passe, chaque jour qui se lève... Ces familles se déplacent du Nord vers le Sud de la zone concernée, abandonnant terres, maisons, voire bétail, à la recherche de terres plus humides. Dans certains cas comme en Haute-Volta, au Mali, au Sénégal... d'autres familles viennent grossir les agglomérations urbaines et secondaires, posant aux autorités gouvernementales des problèmes sociaux et sanitaires des plus aigus.

L'expert onusien ou de quelque organisme international qui se rend dans les capitales des pays éprouvés pourrait ignorer l'étendue de la tragédie que se joue dans cette partie du monde. Je n'en veux pour preuve que cette réflexion, que je m'interdis de commenter, d'un pilote américain venu livrer des céréales dans une de ces capitales "Tiens, je n'ai pas l'impression qu'ils crèvent de faim car ils ne vont pas à l'assaut de mon appareil, comme cela se passait au Bangladesh !..." Il y a là des considérations de mentalité et de contexte psychologiques qui échappent à ce pilote américain. N'oublions pas que dans certains cas, je dis bien dans certains cas seulement, on se trouve devant des peuples dont le code de l'honneur et de la dignité est tel qu'ils préfèrent mourir que de donner à l'étranger le spectacle de la mendicité.

Quoi qu'il en soit, le cauchemar est quelque part, non loin des capitales à quelques kilomètres seulement de Bamako, Niamey ou Ouagadougou. Des familles entières font la queue à longueur de journée pour quelques grammes de sorgho ou de maïs; des bergers peuhls se privent de leurs dernières réserves d'eau, ainsi que du lait des vaches, pour donner une dernière chance de survie aux veaux. D'autres vont purement et simplement au suicide, plutôt que d'assister impuissants à la destruction intégrale de leurs troupeaux, raison de leur existence. En Haute-Volta, c'est la rougeole qui dévaste la population infantile en pareils cas; ailleurs, c'est le scorbut et le béri-béri qui fait des milliers de victimes. D'une manière générale, autour des puits presque taris, ce sont des bagarres indescriptibles pour s'offrir la goutte d'eau qui permet un jour supplémentaire de survie, en attendant l'hypothétique saison des pluies.

Sur le plan pastoral, les pertes sont inimaginables. Elles sont estimées à 4 millions de têtes de bétail. La dégradation des pâturages naturels, difficilement quantifiable constituera un handicap sérieux pour les pays concernés quand on sait que l'essentiel de l'économie de ces pays repose sur l'élevage. La situation risque de se répéter en se développant en raison de la dégradation des parcours traditionnels de transhumance. En effet, les animaux remontent chaque année vers le Nord pour faire leur "cure salée"; la transhumance vers le Sud reprenant en février. Cette année, en raison du manque d'eau, elle a débuté en décembre (en Haute-Volta), voire octobre (au Mali).

Les plantes ont été atteintes, plusieurs années successives par la sécheresse avant la floraison, d'où une impossibilité quasi-totale de régénération des pâturages. De plus, dans cette zone soudanienne, les herbages sont chroniquement exposés à un surpâturage du fait de la concentration des animaux qui ne peuvent plus remonter dans le Nord sinistré.

L'afflux des troupeaux vers le Sud provoque des tensions sociales parfois meurtrières entre bergers et agriculteurs.

Ajoutons à cette toile de fond, déjà suffisamment sombre, le fait que les structures de protection vétérinaires sont déficientes faute de moyens adéquats et de techniciens en nombre suffisant. [Conséquences : les troupeaux stationnant longuement autour des points d'eau ou des zones humides sont à la merci de la trypanosomiase.] Soulignons en outre que devant ce "sauve qui peut" généralisé, les autorités locales n'ont pas eu les moyens pour prendre les mesures prophylactiques tendant à protéger le cheptel des régions fertiles contre les maladies véhiculées par les animaux venus du Nord.

Mais retournons aux chiffres qui parlent d'eux-mêmes. Ces chiffres nous ont été communiqués par le Comité permanent inter-Etats qui s'est réuni à Ouagadougou du 23 au 27 mars dernier sous la présidence du Président de notre Conseil. Bien entendu, à l'heure où je vous parle, ces chiffres ne reflètent plus qu'un aspect déformé des réalités; toutefois, ils ont une valeur indicative pour ceux d'entre nous qui ne sont pas encore avertis du problème.

Le Comité intergouvernemental de Ouagadougou dont la composition figure à l'annexe II du document DP/L.289 a adopté un certain nombre de résolutions; mais il a aussi donné des indications prévisionnelles sur les pertes en cheptel que subiront tous les pays de la zone sinistrée. Ces pertes se présentent comme suit :

- au Niger	10 % de petits ruminants 15 % de bovins soit une incidence financière de 5 milliards 400 millions de francs CFA
- en Mauritanie	25 % de petits ruminants 35 % de bovins soit une incidence financière de 12 milliards de francs CFA
- en Haute-Volta	15 % de petits ruminants 25 % de bovins incidence 1 milliard 425 millions de francs CFA

- au Sénégal les pertes qui s'élèvent de 10 à 15 % n'ont pas été monétairement quantifiées au moment de la rencontre de Ouagadougou. Mais il est d'ores et déjà acquis qu'elles se chiffrent dans l'ordre du milliard.

Il en est de même du Mali et du Tchad dont les pertes avoisinent celles de la Mauritanie.

Les informations concernant ces deux derniers pays seront portées à votre connaissance dès que leurs gouvernements respectifs les communiqueront au Siège du Comité inter-Etats.

Il convient de souligner qu'à l'heure actuelle les pertes dépassent les 60 % car les aliments de bétail sollicités n'étaient pas disponibles en quantité suffisante. Les besoins exprimés par les techniciens à Ouagadougou ont été rarement satisfaits à plus de 20 %.

Devant une catastrophe aux dimensions aussi gigantesques, la première question que se pose l'observateur est de savoir quelles sont les actions entreprises ou à entreprendre pour y faire face. Ces actions existent et se situent à divers niveaux.

D'abord, au niveau des gouvernements des pays concernés, un certain nombre de réactions concrètes ont été enregistrées. Du reste, à propos de l'attitude de nos gouvernements respectifs, ma délégation tient à faire le point sur les commentaires saugrenus de certains esprits chagrins qui nous ont délibérément accusés d'imprévoyance devant le phénomène de la désertification progressive de la zone sahélienne et surtout devant le désastre que nous connaissons. Nous sommes à la fois surpris et indignés de constater que ces affirmations faciles sont formulées par les derniers-nés d'une certaine assistance technique qui, au lieu de confesser leur méconnaissance des réalités africaines, s'érigent à tort en spécialistes des questions africaines.

Ces pseudo-spécialistes, arrivés chez nous sous l'étiquette de conseillers techniques ou d'experts devraient avoir l'humilité intellectuelle de respecter non seulement les options des gouvernements au service desquels ils sont nommés, mais aussi de rendre hommage à l'oeuvre hautement humanitaire que leurs aînés ont réalisée depuis l'époque coloniale jusqu'à notre indépendance. Ces amis de l'Afrique, conscients de la mission qui était la leur, ont vécu alors à nos côtés, nos réalités agricoles, climatiques, hydro-pastorales. Avec eux, nous avons élaboré des recettes. En effet :

- les opérations barrages pour retenir les eaux de pluie datent de ma tendre enfance;

- les opérations "fête de l'arbre" en vue du reboisement de nos régions avaient un sens qui se passe de commentaires;

- les législations tendant à lutter contre les feux de brousse n'ont pas attendu cette sécheresse pour voir le jour;

- la création des offices de céréales, notamment l'OFNACER en Haute-Volta qui date d'il y a plus de quatre ans, avaient pour but essentiel de rationaliser la collecte et le stockage des céréales pour faire face aux moments difficiles comme ceux que nous connaissons aujourd'hui;

- les accords conclus entre nos pays et des organismes tels que l'ORSTOM, le BRGM, l'IRAT procèdent d'un profond désir de nos gouvernements de mettre au point des procédés scientifiques de développement adaptés à nos données climatiques;

- il y a trois ans, le Directeur du développement rural de Haute-Volta, à Rome, tirait sur la sonnette d'alarme et invitait les pays nantis à prendre conscience et à se pencher sur le phénomène de la désertification de notre sous-région. Sa voix ne fut jamais entendue.

Devant tant d'exemples concrets, il me paraît intellectuellement malsain de parler d'imprévoyance de nos gouvernements. Notre tort est d'être financièrement et économiquement démunis. C'est cela la seule réalité qu'il convient d'avoir le courage de regarder en face et de réagir en conséquence car, somme toute, nous sommes plus à plaindre qu'à blâmer.

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Quoi qu'il en soit, notre Conseil a pu se rendre compte, à la lecture du document DP/L.289, que les Ministres :

- de l'agriculture de Haute-Volta
- de la production du Mali
- du développement rural du Sénégal
- du développement rural de Mauritanie
- de l'économie rurale du Niger

se sont réunis à Ouagadougou du 23 au 27 mars 1973 pour examiner les divers problèmes que leurs pays doivent affronter consécutivement à la sécheresse qui y sévit. Ils ont mis en place un Comité inter-Etats chargé de coordonner toutes les actions à envisager pour faire face au phénomène. La présidence de ce Comité, comme vous le savez, a été attribuée au Ministre de l'agriculture de Haute-Volta, aujourd'hui Président de notre Conseil. Après avoir fait un tour complet de la situation, le Comité a adopté cinq résolutions. De ces 5 (cinq) résolutions, la quatrième nous paraît la plus importante dans la mesure où elle énonce un certain nombre de problèmes concrets auxquels on doit s'attaquer : (cf. cette résolution dans l'appendice 1 du document précité).

Ces problèmes concernent :

- les ressources en eau
- le développement des services météorologiques et hydrométéorologiques
- une utilisation rationnelle des terres
- la modernisation de l'agriculture
- une meilleure organisation de la production animale
- la protection de l'environnement contre l'avance du désert
- les recherches sur les espèces de semences adaptables aux conditions présentes
- l'éducation et la formation des populations.

Mais en attendant la mise en place et la concrétisation de toutes ces structures, nos gouvernements doivent faire face à des impératifs qui ne souffrent pas de délai. Il faut notamment permettre aux populations et au bétail de survivre. Il faut soigner les populations et ce bétail affaiblis par la famine. Il faut enfin trouver des semences en quantité suffisante pour permettre aux paysans de se remettre aux champs car, la saison pluvieuse est déjà là et chaque jour qui passe risque de compromettre dangereusement toutes les chances de moissons.

Il est heureux de constater que tous les gouvernements des pays nantis, tous les organismes internationaux, toutes les organisations privées auxquels nos pays ont lancé un appel, ont dans un sursaut de solidarité humaine, réagi sans attendre. La presse mondiale et plus particulièrement européenne s'est mobilisée spontanément pour sensibiliser l'opinion internationale, à nos maux. Que cette presse-là, la bien intentionnée, trouve l'expression de notre sincère gratitude.

Qu'en est-il résulté ?

Au niveau de la FAO, M. Boerma, Directeur général de cet organisme, qui a estimé nos besoins à 15 millions de dollars a désigné personnellement M. Scheyven, ancien Ministre belge de l'économie pour s'occuper du problème. Depuis, celui-ci s'est rendu du 7 au 20 avril dans nos différents pays pour constater sur place l'ampleur de la catastrophe afin de préconiser les remèdes les mieux appropriés. Cet avocat inlassable des pays du Sahel est également chargé de contacter toutes les sources de financement pour réunir les sommes nécessaires aux actions entreprises ou à envisager. Il convient de souligner ici que les 15 millions de dollars représentent les moyens financiers qu'il faut mobiliser pour la phase d'urgence.

Nous ne sommes pas en mesure de vous présenter des résultats précis de son action mais un fait est acquis, c'est que nous savons que le bilan provisoire est encourageant.

Au niveau des Nations Unies, l'ECOSOC a adopté, au cours de sa 54ème session la résolution 1759 LIV qui demande ... (citation).

Le Secrétaire général des Nations Unies, par une lettre du 4 juin adressée aux différents organismes du système des Nations Unies, leur a fait part de sa décision de charger M. Bradford Morse de la coordination de toutes les actions ayant trait au problème - (cf. Appendice 2 du document DP/L.289). A cet effet une réunion est prévue pour les 28 et 29 juin 1973 au Palais des Nations à Genève. Cette rencontre des 28 et 29 juin aura pour objectif de permettre aux parties qui y seront représentées "d'entreprendre la préparation d'un programme coordonné et complet visant à donner suite au mandat que le Conseil économique et social" a confié au Secrétaire général et à répondre aux besoins des gouvernements des pays concernés.

Au titre des secours internationaux, il convient de faire ici une mention spéciale de la réaction prompte et gigantesque du Fonds européen de développement qui a décidé, courant mars 1973 une intervention qui se chiffre à près de 5,3 milliards de francs CFA. Parallèlement a été accordée une aide alimentaire de l'ordre de 32 000 t de céréales auxquelles s'ajoutent 12 500 t du programme communautaire 1971-72.

L'aide accordée par le FED tend particulièrement à assurer :

- la prise en charge du transport et de la distribution de l'aide alimentaire
- la fourniture de sous-produits agricoles destinés au bétail
- la protection sanitaire des troupeaux

- la prise en charge exceptionnelle des taxes frappant le bétail et qui ont été suspendues par nos gouvernements
- la fourniture de semences
- l'aménagement urgent des puits existants en vue de sauver le bétail.

Cet élan de solidarité humaine suivi d'un certain nombre de mesures concrètes et efficaces, a été hautement apprécié par nos populations et leurs gouvernements. Ma délégation voudrait en leur nom, exprimer aux autorités de la Communauté européenne, nos vifs sentiments de profonde gratitude.

Un poète a dit que :

"Les amis sont des hirondelles
Qu'apporte le beau temps,
et qui s'envolent à tire d'ailes
Quand souffle l'autan."

Je ne pense pas qu'une telle remarque puisse s'appliquer à nos amis européens qui sont avec nous pour le meilleur et pour le pire.

Il en est de même de nos amis d'Outre-Atlantique qui, malgré les distances, ont répondu avec promptitude au rendez-vous de la solidarité humaine, cette solidarité qui se veut sans frontière, sans idéologie, bref sans considérations de quelque nature qu'elles soient.

C'est ainsi que les Etats-Unis d'Amérique viennent d'accroître de 300 000 dollars leur contribution au Fonds spécial pour le Sahel. Cette somme est destinée au transport des céréales, semences et autres produits destinés à la nourriture du bétail.

L'aide totale aux 6 pays se chiffre à plus de 20 millions de dollars. C'est là un effort considérable que nos pays apprécient hautement.

Tout en leur exprimant la gratitude de nos gouvernements respectifs, nous leur lançons un vibrant appel afin qu'ils doublent cet effort comme ils l'ont fait dans d'autres parties du monde, dans des circonstances identiques.

Quant au Canada qui a toujours entretenu d'excellents rapports avec nos peuples et qui vit depuis quelques années nos réalités de tous les jours, il a voulu nous prouver une fois de plus que l'élan du coeur fait fi des frontières géographiques et des attaches politiques. Ce pays a mobilisé tous les moyens en sa possession pour nous aider à sauver l'essentiel : des dizaines de tonnes de blé pour ceux qui ont faim, de l'argent en nature pour l'achat de produits destinés aux animaux et de vaccins pour les malades; des moyens de transport pour acheminer les denrées jusqu'au consommateur ... Au stade actuel des opérations de secours, nous ne sommes pas en mesure de quantifier le volume de son aide, mais nous restons optimistes quant à son efficacité.

Précisons que le problème de l'eau qui constitue la préoccupation prioritaire de nos pays a été pris en considération par le Gouvernement canadien. En effet, l'ACDI (Agence canadienne de développement international) qui a financé en Haute-Volta l'opération de prospection géophysique aéroportée (350 millions de francs CFA), a accepté de financer une seconde phase en y associant un projet de prospection d'eau souterraine. Si un tel projet aboutissait, alors nous aurions résolu l'essentiel de nos difficultés.

Mais puisque nous sommes au chapitre de l'aide consentie par les pays, ma délégation veut rendre un hommage spécial à l'Allemagne fédérale, à la France, à la Belgique, à la Hollande, à la Norvège, au Danemark, à la Suède ... bref à tous ces pays que je n'ai pu citer ici et qui ne nous ont pas marchandé leur assistance. Certains pays africains, malgré leur état de sous-développement, ont laissé parler leur coeur, et nous ont apporté leur concours, dans la mesure de leurs moyens. Il s'agit du Zaïre, de l'Algérie, de la Côte d'Ivoire, du Ghana. Ma délégation estime que c'est par ce genre d'attitude que la solidarité et la coopération interafricaine doivent s'exprimer. Ils ont donné à la notion de solidarité humaine son sens le plus complet.

Mais vous me permettrez ici d'ouvrir une petite parenthèse pour formuler une remarque que ma délégation estime pertinente. En effet, ma délégation, estime que les concours apportés par les organismes et pays donateurs ne doivent pas revêtir une finalité curative mais préventive.

En effet, comme dit le proverbe chinois "Si tu trouves un homme affamé au bord d'un fleuve, ne te contentes pas de lui donner un poisson, donne-lui un filet ...". A la lumière de cette image, il résulte de toute évidence que l'objectif final n'est pas seulement d'enrayer la famine dans l'immédiat, mais de détruire ses causes immédiates et lointaines. C'est pourquoi nous demandons à tous et à chacun de mettre un accent particulier sur les opérations à moyen et long terme dans ses modalités d'intervention; car le souhait de nos gouvernements est d'arriver un jour à résoudre nos propres problèmes sans concours extérieur. Bien entendu, on dira que nous vivons l'ère des grands ensembles et des interdépendances étatiques, mais l'idéal n'est-il pas que cette loi de l'interdépendance se joue dans un contexte de réciprocité. Nous sommes pleinement conscients de ce que chaque pays a ses problèmes nationaux et il n'est pas souhaitable que de manière chronique nos pays, par la force des choses viennent aggraver les problèmes de leurs amis. C'est dans le cadre de cette vue réaliste qu'il convient de situer le problème qui nous préoccupe. En schématisant cette idée, je dirai que nous demandons à nos amis de nous apporter aujourd'hui une aide qui nous dispensera de lancer un nouveau S.O.S. dans les années à venir, dans l'hypothèse où une situation analogue se reproduisait.

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Afin de réinsérer le problème dans le cadre de nos débats, ma délégation voudrait attirer tout particulièrement l'attention du Conseil sur le fait que le Comité intergouvernemental de Ouagadougou a esquissé un programme d'urgence dont le financement exigera plus de 500 millions de dollars.

Nous savons que l'étendue et la multiplicité des interventions du PNUD ne lui permettent pas de mobiliser une somme aussi considérable.

Nous savons qu'à ce jour, si l'on en croit les documents mis à notre disposition, que le PNUD a décidé d'affecter 2 millions 800 000 dollars aux problèmes de l'eau et 500 000 dollars pour l'achat de semences. Nous notons également avec une réelle satisfaction que le programme PNUD/FISE fournit des aliments à forte teneur en protéines pour les programmes d'alimentation d'appoint.

Il convient cependant de souligner que les besoins à satisfaire restent encore énormes. Notre déficit de production se chiffre à 851 000 t. Les diverses sources d'aide qui nous ont promis un apport de 401 000 t ne nous ont fait parvenir au ler juin que 175 700 t. Le déficit qui reste à couvrir est de 450 000 t soit à peu près la moitié du déficit global.

C'est pourquoi nous demandons au PNUD d'envisager un effort supplémentaire susceptible de renforcer les actions menées ou à mener par les autres sources de financement, qu'elles soient internationales, multilatérales ou bilatérales.

UNITED NATIONS

ECONOMIC AND SOCIAL COUNCIL

Distr.
GENERAL

E/RES/1797 (LV)
12 July 1973

Fifty-fifth session
Agenda item 20

RESOLUTION ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL

1797 (LV). *Aid to the Sudano-Sahelian populations threatened with famine*

The Economic and Social Council,

Recalling its resolution 1759 (LIV) of 18 May 1973 concerning the tragic plight of the people of the Sudano-Sahelian region threatened by famine and economic devastation,

Noting the strenuous efforts of Governments of affected countries to meet the needs of their peoples in the drought-stricken areas,

Aware of the significant steps taken by Governments of affected countries, in particular the setting up in March 1973 of the permanent Inter-State Committee, to achieve the maximum regional co-operation and co-ordination in emergency, medium-term and long-term assistance efforts,

Appreciative of the substantial response of Governments and intergovernmental and non-governmental organizations to the urgent needs of the people and Governments of the affected countries,

Acknowledging the effective contribution of the Food and Agriculture Organization of the United Nations, and especially of its Director-General, in co-ordinating, at the request of the Secretary-General of the United Nations, the activities of the United Nations system in responding to the emergency needs of the peoples and Governments of the affected countries,

Noting with appreciation the decision of the Governing Council of the United Nations Development Programme, taken at its 390th meeting on 22 June 1973, in which, *inter alia*, the Administrator of the Programme was authorized to use additional funds over the period 1973-1976 for aid to be given to the drought-stricken Sudano-Sahelian countries,

Recognizing that the generous assistance already furnished by the international community is not adequate to meet the existing and anticipated needs created by this catastrophic drought,

Deeply concerned that all additional assistance action be undertaken with the highest sense of urgency by all sources of external aid,

1. Urgently appeals to Governments, specialized agencies, organizations and programmes of the United Nations system and other intergovernmental and non-governmental organizations to provide additional emergency assistance, either directly to the Governments of affected countries, or through the Food and Agriculture Organization of the United Nations, which has been designated as focal point for emergency relief efforts of the United Nations system, with particular emphasis on the critically needed transport of food to the affected populations;

2. Urges that preliminary steps be taken to avoid, to the maximum extent possible, an emergency situation in 1974 and 1975 comparable to that of 1973;

3. Expresses its hope that those measures already initiated by the Secretary-General, in accordance with paragraph 5 of Economic and Social Council resolution 1759 (LIV), pertaining to medium-term and long-term needs of the region, will be carried forward with the utmost urgency and with the full co-operation of Governments, of all elements of the United Nations system concerned and of other interested intergovernmental and non-governmental organizations;

4. Endorses the recommendations of representatives of organizations of the United Nations system (E/5374, annex) which resulted from the meeting, convened at the direction of the Secretary-General and held at Geneva on 28 - 29 June 1973, to prepare for the medium-term and long-term needs of the people and Governments of the Sudano-Sahelian region;

5. Solemnly appeals to Governments and intergovernmental and non-governmental organizations to furnish, either directly to the affected countries or through the Secretary-General, the maximum financial, technical and other assistance in response to requests that may be made by Governments of affected countries of the Sudano-Sahelian region for medium-term and long-term assistance, as soon as such requests are submitted;

6. Requests the Secretary-General to invite all organizations and programmes of the United Nations system concerned to devote the largest possible volume of financial, technical and other resources within the framework of their terms of reference, and in co-operation with the Secretary-General, to meeting the requests of Governments of affected countries of the Sudano-Sahelian region for medium-term and long-term assistance, as soon as such requests are submitted;

7. Requests the international financial institutions to give urgent and sympathetic consideration to any requests that affected countries may make for loans and credits for medium-term and long-term programmes and to ensure that such loans and credits are of the greatest possible magnitude and granted on the most favourable terms;

8. Requests the Secretary-General to report to the Economic and Social Council, at its resumed fifty-fifth session, on the implementation of the present resolution and on the development of the situation.

1868th plenary meeting
11 July 1973

NATIONS UNIES

CONSEIL ECONOMIQUE ET SOCIAL

Distr.
GENERALE

E/RES/1797 (LV)
12 juillet 1973

Distr. double

Cinquante-cinquième session
Point 20 de l'ordre du jour

RESOLUTION ADOPTEE PAR LE CONSEIL ECONOMIQUE ET SOCIAL

1797 (LV). *Assistance aux populations soudano-sahéliennes menacées par la famine*

Le Conseil économique et social,

Rappelant sa résolution 1759 (LIV), du 18 mai 1973, relative au sort tragique des populations des régions soudano-sahéliennes menacées par la famine et par la ruine économique,

Prenant note des efforts vigoureux que les gouvernements des pays touchés ont déployés pour faire face aux besoins de leurs populations dans les régions frappées par la sécheresse,

Conscient des mesures importantes que les gouvernements des pays touchés ont prises, notamment en créant, en mars 1973, le Comité permanent inter-Etats, pour porter à un maximum la coopération et la coordination régionales dans les efforts d'aide immédiate et d'assistance à moyen et à long terme,

Appréciant l'effort substantiel fait par les gouvernements, les organisations intergouvernementales et non gouvernementales pour parer aux besoins urgents des populations et des gouvernements des pays touchés,

Reconnaissant le concours efficace apporté par l'Organisation des Nations Unies pour l'alimentation et l'agriculture, et en particulier par son Directeur général, pour coordonner, à la demande du Secrétaire général de l'Organisation des Nations Unies, les activités de tout le système des Nations Unies visant à répondre aux besoins urgents des populations et des gouvernements des pays touchés,

Notant avec appréciation la décision que le Conseil d'administration du Programme des Nations Unies pour le développement a prise à sa 390ème séance tenue le 22 juin 1973, et par laquelle il a notamment autorisé le Directeur du Programme à utiliser des fonds supplémentaires pendant la période 1973-1976 au titre de l'aide à accorder aux régions soudano-sahéliennes frappées par la sécheresse,

Reconnaissant que l'assistance généreuse déjà fournie par la communauté internationale ne suffit pas pour remédier aux besoins actuels et futurs découlant de cette sécheresse catastrophique, *Tenant beaucoup* à ce que toutes les mesures complémentaires d'assistance soient prises de toute urgence par toutes les sources d'aide extérieure,

1. *Adresse un pressant appel* aux gouvernements, aux institutions spécialisées, aux organismes et programmes du système des Nations Unies et aux autres organisations intergouvernementales et non gouvernementales pour qu'ils fournissent une assistance complémentaire d'urgence, soit directement aux gouvernements des pays touchés, soit par l'intermédiaire de l'Organisation des Nations Unies pour l'alimentation et l'agriculture, qui a été désignée comme point central des efforts déployés par le système des Nations Unies au titre des secours d'urgence, l'accent étant mis en particulier sur le besoin critique de moyens de transport pour l'acheminement de produits alimentaires aux populations touchées;

2. *Demande instamment* que des mesures préliminaires soient prises pour éviter, dans toute la mesure possible, qu'une situation critique comparable à celle de 1973 ne se présente en 1974 et 1975;

3. *Exprime l'espoir* que les mesures déjà prises par le Secrétaire général, conformément au paragraphe 5 de la résolution 1759 (LIV) du Conseil économique et social, pour remédier aux besoins à moyen et à long terme de la région continueront d'être appliquées de toute urgence et avec l'entier concours des gouvernements, de tous les organismes des Nations Unies que la question concerne et des autres organisations intergouvernementales et non gouvernementales intéressées;

4. *Fait siennes* les recommandations des représentants des organismes du système des Nations Unies (E/5374, annexe) formulées lors de la réunion qui a été convoquée sur instructions du Secrétaire général et tenue à Genève les 28 et 29 juin 1973, et qui visent à ce que l'on se prépare à pourvoir aux besoins à moyen et à long terme des populations et des gouvernements de la région soudano-sahélienne;

5. *Lance un appel solennel* aux gouvernements et aux organisations intergouvernementales et non gouvernementales pour qu'ils fournissent, soit directement aux pays touchés, soit par l'intermédiaire du Secrétaire général, le maximum d'assistance financière, technique et autre en réponse aux demandes que pourront présenter, en matière d'aide à moyen et à long terme, les gouvernements des pays affectés de la région soudano-sahélienne, et cela dès réception de ces demandes;

6. *Prie* le Secrétaire général d'inviter tous les organismes et programmes intéressés du système des Nations Unies à consacrer, dans le cadre de leur mandat et en coopération avec le Secrétaire général, une part aussi importante que possible de leurs ressources financières, techniques et autres à la satisfaction des demandes d'assistance à moyen et à long terme émanant des gouvernements des pays affectés de la région soudano-sahélienne, et cela dès réception de ces demandes;

7. Prie les institutions financières internationales de donner d'urgence une suite favorable à toute demande de crédits à moyen et à long terme que pourront présenter les pays touchés et de faire en sorte que ces prêts et ces crédits soient aussi importants que possible et consentis selon les modalités les plus favorables;

8. Prie le Secrétaire général de préparer, pour le Conseil économique et social à la reprise de sa cinquante-cinquième session, un rapport sur la mise en oeuvre de la présente résolution et l'évolution de la situation.

1868ème séance plénière,
11 juillet 1973.

UNITED NATIONS

GENERAL
ASSEMBLY

Distr.
GENERAL

A/9092
19 July 1973
ENGLISH
ORIGINAL: FRENCH

Twenty-eighth session

REQUEST FOR THE INCLUSION OF AN ITEM IN THE PROVISIONAL AGENDA OF THE TWENTY-EIGHTH SESSION

AID TO THE SUDANO-SAHELIAN POPULATIONS THREATENED WITH FAMINE

Note verbale dated 19 July 1973 from the Permanent Representatives of Chad, Mali, Mauritania, the Niger, Senegal and the Upper Volta to the United Nations addressed to the Secretary-General

The Permanent Representatives of Chad, Mali, Mauritania, the Niger, Senegal and the Upper Volta to the United Nations present their compliments to the Secretary-General of the United Nations and have the honour to request the inclusion of the following item in the provisional agenda of the twenty-eighth session of the General Assembly:

"Aid to the Sudano-Sahelian Populations Threatened with Famine".

In conformity with rule 20 of the rules of procedure, an explanatory memorandum is attached to this note.

EXPLANATORY MEMORANDUM

1. For more than five years the periodic drought which had habitually struck the Sudano-Sahelian region of Africa has been worsening and in 1972-1973 it has assumed catastrophic proportions in the six following countries: Chad, Mali, Mauritania, the Niger, Senegal and the Upper Volta.

2. A ministerial meeting at the level of the countries concerned was held at Ouagadougou (Upper Volta) on 26-27 March 1973 and it was decided, inter alia, to appeal to friendly countries and to international bodies to assist in the achievement of the objectives set by the six countries.

3. Also, a permanent inter-State committee was set up to co-ordinate the measures to be taken to combat the drought at the subregional level.

4. In response to the appeal of the six countries, various forms of aid - bilateral, from the United Nations and from private sources - were received, but the needs are still enormous.

5. The Economic and Social Council, in its resolution 1759 (LIV) of 18 May 1973, called upon the Secretary-General of the United Nations to organize as soon as possible, in collaboration with the organizations of the United Nations system, "the necessary assistance action in order to respond to the requests of the Governments of this region with regard to their medium-term and long-term needs".

6. The Secretary-General accordingly convened a meeting of representatives of the organizations of the United Nations system at Geneva on 28-29 June 1973, the recommendations of which (E/5374) were adopted by the Economic and Social Council in its resolution 1797 (LV) on 11 July 1973.

7. In that resolution the Economic and Social Council requested the Secretary-General to invite all United Nations organizations and programmes concerned to devote as large as possible a part of their financial, technical and other resources, within the framework of their terms of reference and in co-operation with the Secretary-General, to meeting the medium- and long-term requirements for assistance of the Governments of the affected countries in the Sudano-Sahelian region, and to take such action as soon as they received the request.

8. The General Assembly should thus consider this matter as a separate item of its agenda in order to find ways and means of enabling the United Nations to participate fully and to the extent of its possibilities in the efforts already undertaken to meet the needs of the countries affected by the drought.

9. For this reason the Permanent Representatives of the countries concerned have, on instructions from their respective Governments, taken the initiative in requesting the inclusion in the provisional agenda of the twenty-eighth session of the General Assembly of an item entitled "Aid to the Sudano-Sahelian Populations Threatened with Famine".

NATIONS UNIES

ASSEMBLEE GENERALE

Distr.
GENERALE

A/9092
19 juillet 1973

ORIGINAL : FRANCAIS

Vingt-huitième session

DEMANDE D'INSCRIPTION D'UNE QUESTION A L'ORDRE DU JOUR PROVISOIRE DE LA VINGT-HUITIEME SESSION

ASSISTANCE AUX POPULATIONS SOUDANO-SAHELIENNES MENACEES PAR LA FAMINE

Note verbale datée du 19 juillet 1973, adressée au Secrétaire général par les représentants permanents de la Haute-Volta, du Mali, de la Mauritanie, du Niger, du Sénégal et du Tchad auprès de l'Organisation des Nations Unies

Les représentants permanents de la Haute-Volta, du Mali, de la Mauritanie, du Niger, du Sénégal et du Tchad auprès de l'Organisation des Nations Unies présentent leurs compliments au Secrétaire général de l'Organisation et ont l'honneur de demander l'inscription de la question suivante à l'ordre du jour provisoire de la vingt-huitième session de l'Assemblée générale :

> "Assistance aux populations soudano-sahéliennes menacées par la famine"

Conformément à l'article 20 du règlement intérieur, un mémoire explicatif est joint à la présente note.

/...

MEMOIRE EXPLICATIF

1. Depuis plus de cinq ans, la sécheresse périodique qui sévit habituellement dans la zone soudano-sahélienne en Afrique s'est aggravée et a pris en 1972-1973 des proportions catastrophiques dans les six pays suivants : Haute-Volta, Mali, Mauritanie, Niger, Sénégal et Tchad.

2. Une réunion ministérielle au niveau des pays concernés s'est tenue à Ouagadougou (Haute-Volta) les 26 et 27 mars 1973 et il a été notamment décidé de faire appel aux pays amis et aux organismes internationaux afin qu'ils apportent leur assistance à la réalisation des objectifs fixés par les six pays.

3. Il a également été créé un comité permanent inter-Etats chargé de la coordination de l'ensemble des actions qui seront menées contre la sécheresse au niveau de la sous-région.

4. En réponse à l'appel des six pays, diverses aides, tant bilatérales qu'en provenance d'organismes des Nations Unies ou de sources privées, ont été reçues, mais les besoins restent immenses.

5. Le Conseil économique et social, par sa résolution 1759 (LIV) du 18 mai 1973, avait demandé au Secrétaire général de l'Organisation des Nations Unies d'organiser le plus tôt possible, en collaboration avec les organismes des Nations Unies, "l'action d'assistance nécessaire pour répondre aux demandes des gouvernements de la région touchant leurs besoins à moyen et à long terme".

6. Le Secrétaire général a, en conséquence, convoqué une réunion des représentants des organismes des Nations Unies, qui s'est tenue à Genève les 28 et 29 juin 1973 et dont les recommandations (E/5374, annexe) ont été approuvées par le Conseil économique et social dans sa résolution 1797 (LV) du 11 juillet 1973.

7. Dans cette résolution, le Conseil économique et social a prié le Secrétaire général d'inviter tous les organismes et programmes intéressés des Nations Unies à consacrer, dans le cadre de leur mandat et en coopération avec le Secrétaire général, une part aussi importante que possible de leurs ressources financières, techniques et autres à la satisfaction des demandes d'assistance à moyen et à long terme émanant des gouvernements des pays affectés de la région soudano-sahélienne, et ceci dès réception de ces demandes.

8. L'Assemblée générale se doit donc d'examiner cette question en tant que point distinct de son ordre du jour afin de trouver les voies et moyens permettant à l'Organisation des Nations Unies de participer pleinement et dans la mesure de ses possibilités aux efforts déjà entrepris pour soulager les besoins des pays touchés par la sécheresse.

9. C'est pour cette raison que les représentants permanents des pays concernés ont, d'ordre de leurs gouvernements respectifs, pris l'initiative de demander l'inscription à l'ordre du jour provisoire de la vingt-huitième session de l'Assemblée générale d'un point intitulé : "Assistance aux populations soudano-sahéliennes menacées par la famine".
